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DEPARTMENT OF LABOUR, CANADA
HON. JAMES MURDOCK MINISTER OF LABOUR

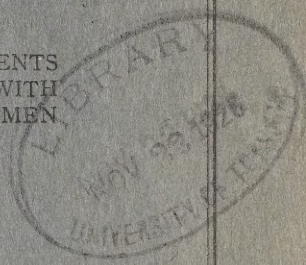
Bulletin No. 8

Industrial Relations Series

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NATIONAL CONFERENCE REGARDING WINTER EMPLOYMENT IN CANADA

OF DOMINION AND PROVINCIAL GOVERNMENTS
AND MAYORS OF CERTAIN CANADIAN CITIES WITH
REPRESENTATIVE EMPLOYERS AND LABOUR MEN



Held at Ottawa, September 3-4, 1924



Official Report of Proceedings and Discussions

OTTAWA
F. A. ACLAND
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1924

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Bulletin 1—Joint Councils in Industry.

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Bulletin 6—International Labour Organization—Laws of Canada bearing on Draft Conventions and Recommendations. (Out of print.)

Bulletin 7—Canadian Railway Board of Adjustment No. 1. Report of proceedings of Board from September 1, 1920, to September 30, 1923.

Bulletin 8—National Conference regarding Winter Employment in Canada, September 3-4, 1924—Report of Proceedings and Discussions.

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MINISTER OF LABOUR

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Delegates in Attendance at the Conference

Dominion Government Representatives.

Hon. James Murdock, Minister of Labour.
Hon. Dr. J. H. King, Minister of Public Works.

Provincial Government Representatives.

Hon. Dr. Forbes Godfrey, Minister of Public Health and Labour, Ontario.
Jas. H. H. Ballantyne (adviser), Deputy Minister of Labour, Ontario.
Hon. E. H. Armstrong, Premier, Nova Scotia.
W. B. MacCoy (adviser), Secretary, Department of Industries and Immigration, Nova Scotia.
Hon. W. R. Clubb, Minister of Public Works, Manitoba.
Mrs. Edith Rogers, M.L.A. (adviser), representing Government of Manitoba.
Thos. M. Molloy, Commissioner of Labour and Industries, Regina, Saskatchewan, representing Government of Saskatchewan.
Louis Guyon, Deputy Minister of Labour, Quebec.
J. Ainey (adviser), Department of Labour, Montreal, Que.
J. D. McNiven, Deputy Minister of Labour, Victoria, B.C.
Hon. R. G. Reid, Provincial Treasurer, Alberta.
W. Smitten (adviser), Commissioner of Labour, Edmonton.
J. S. Martin, M.L.A., Chatham, N.B.

Municipal Representatives.

S. J. Farmer, Mayor, Winnipeg, Manitoba.
W. R. Owen, Mayor, Vancouver, B.C.
T. W. Jutten, Mayor, Hamilton, Ont.
W. W. Hiltz, Mayor, Toronto, Ont.
B. J. Miller (adviser), Alderman, Toronto, Ont.
B. Wemp. (adviser), Alderman, Toronto, Ont.
Joseph Samson, Mayor, Quebec, P.Q.
Charles Duquette, Mayor, Montreal, P.Q.
Albert Chevalier, Director of Public Assistance, Montreal, P.Q. (adviser).
John Murphy, Mayor, Halifax, N.S.
C. J. Tulley, Controller, Ottawa, Ont.
F. L. Potts, Mayor, St. John, N.B.
K. A. Blatchford, Mayor, Edmonton, Alberta.
G. H. Webster, Mayor, Calgary, Alberta.
Fred Cook, Secretary-Treasurer, Union of Canadian Municipalities, Ottawa, Ont.

Representing the Canadian Manufacturers' Association.

J. B. Thomson, Vancouver, B.C.
J. R. Shaw, Woodstock, Ont.
Paul Joubert, Montreal, Que.
J. E. McLurg, Sydney, N.S.

Representing the Association of Canadian Building and Construction Industries.

Joseph M. Pigott, President, Hamilton.
John B. Carswell, Toronto.
K. D. Church, Montreal.
Harry J. Mero, Windsor.

Representing Labour.

Tom Moore, President, Trades and Labour Congress of Canada.

John W. Bruce, Toronto, General Organizer, United Association of Plumbers and Steamfitters.

Thomas Izzard, Toronto, Fourth Vice-president of the Bricklayers', Masons' and Plasterers' International Union.

E. Ingles, London, Ontario, International Vice-president, International Brotherhood of Electrical Workers.

Arthur Martel, Montreal, P.Q., United Brotherhood of Carpenters and Joiners.

Joseph P. Hunter, Niagara Falls, Ontario, International General Vice-president, Brotherhood of Painters, Decorators and Paperhangers.

A. J. Crawford, Toronto, Ont., Amalgamated Sheet Metal Workers' International Alliance.

Representing the Canadian Railways.

A. J. Hills, Assistant to Vice-president, Canadian National Railways, Montreal.

W. M. Neal, Assistant to Vice-president, Canadian Pacific Railway, Montreal.

Representing the Employment Service Council of Canada.

C. Grant MacNeil, Chairman, Ottawa.

NATIONAL CONFERENCE REGARDING WINTER EMPLOYMENT IN CANADA

Text of Resolutions of the Conference

This conference having heard views of representatives of all the various bodies called together for the purpose of considering ways and means of dealing with the unemployment situation, desires to place itself on record in the following recommendations:—

The unanimous opinion of the conference is that assistance in the form of money or doles should not be entertained but that work of some description be encouraged in every locality, with special consideration to be given to work of a permanent nature such as building construction, etc.

From representations made it is the judgment of this conference that certain classes of work, which in the past have been discouraged during the winter season, can with perfect safety and economy be undertaken throughout this country.

We recommend:—

That all Federal, Provincial and Municipal Government work now under construction should be continued with a full complement of employees during the winter months.

That all Federal and Provincial Government work that has been provided for during the past session of the different Parliaments should be immediately undertaken and continued during the winter months with a full complement of employees.

That inasmuch as the Federal Government has during the past few years had in contemplation the construction of certain public buildings, for which plans and specifications are already in hand, that we recommend that they be asked to call for tenders at once on such of this work as can be proceeded with.

Further, that the greater the number of hours worked per day on all work undertaken the smaller will be the number engaged, and inversely, the shorter the hours the greater the number who will be provided with some earnings to tide them over the period of scarcity of employment, and it is recommended that this policy be adopted.

That a National Committee be appointed consisting of representatives of Federal and Provincial Governments, for the purpose of determining where necessary work can be initiated to best relieve unemployment, and to find ways and means for financing the proposed work, this class of work to be commenced as soon as possible.

Emergency Relief

The conference is satisfied from representations placed before it that in certain provinces a considerable amount of unemployment at present exists, and that we must anticipate its being materially aggravated during the winter months.

Under these circumstances we feel that some definite understanding should be had between the various bodies concerned as to the lines along which such a condition should be handled.

The conference desires, therefore, to recommend that where after full and careful investigation emergency relief is found to be necessary, that such relief should be extended. The expense involved to be borne by the Federal, Provincial and Municipal authorities involved on the basis of 50 per cent by the Municipality, the balance of 50 per cent to be taken care of equally by the Federal and Provincial Government concerned.

Employment Service Councils

After hearing representations respecting the work carried on by the Committees appointed under the Employment Offices Co-ordination Act we feel justified in recommending to the Federal Government that these Advisory Councils be properly constituted and their activities be placed on a working basis and continued during the coming winter.

Immigration Policy

The existing conditions are being aggravated by the present policy of bringing immigrants to this country who are drifting to our industrial centres as casual labourers, without possibility of employment. Immediate action being necessary to correct this condition, we urge upon the Federal and Provincial Governments that all such immigration shall be immediately regulated until it is proved that there is a reasonable demand for labour and that it is possible of being absorbed.

NATIONAL CONFERENCE REGARDING WINTER EMPLOYMENT IN CANADA

OFFICIAL REPORT OF PROCEEDINGS AND DISCUSSIONS

RAILWAY COMMITTEE ROOM,
HOUSE OF COMMONS,
OTTAWA, WEDNESDAY, Sept. 3, 1924.

MORNING SESSION

The National Conference on Unemployment was opened this day at 10 a.m., in the Railway Committee Room of the House of Commons.

Hon. James Murdock, Minister of Labour for Canada, called the conference to order.

Mr. Gerald H. Brown, Assistant Deputy Minister of Labour, acted as Secretary of the conference.

Hon. Mr. MURDOCK, in calling the conference to order, said: Ladies and gentlemen, it is a great pleasure indeed to see this conference, which some few weeks ago was suggested and called by the Federal Government, so largely attended. The delegates invited to this conference are, I think, practically all in attendance. They are from the provinces, from certain large cities of Canada representative of Canada from coast to coast, from the Canadian Manufacturers' Association, the Association of Canadian Building and Construction Industries, and the trade unions that represent the building trades organizations. On behalf of the Federal Government I want to extend to all here a hearty welcome, and to express the hope that the deliberations which will take place between now and the adjournment of this conference may be indeed beneficial in at least arriving at some general Canadian-wide plan; of dealing with the important problems that we are met here to discuss.

In order that we may be particularly accurate in our endeavour to indicate the purpose of this conference, I am going to state it briefly as understood and as I have it here described.

The object in view in convening the present conference was set out in the letter of invitation of May 31, which was addressed to the public authorities and others concerned, namely, that in the opinion of the Dominion Government "the time has arrived when all public authorities as well as those persons

most intimately involved, whether as employers or workmen, in the problem of unemployment, should come together in conference for the purpose of endeavouring to devise a certain regularization of industrial employment, having regard particularly to building and other out-of-door work during the winter season."

The letter of invitation further expressed the view of the Government that this conference should include representatives "not only of the federal and provincial authorities and of the leading municipalities, but also of the two transcontinental railways, the associations of employers in the building and construction industries, the larger manufacturers, and the trades union organization of the workers directly affected."

The calling of the conference has attracted widespread attention throughout Canada, and the purpose has in many instances been misunderstood, while the definite purpose in view has evoked commendation in various quarters.

Request has already been made of those invited to participate in this gathering that they should inform themselves as to the prospective employment possibilities in their respective provinces and communities during the coming winter, and the steps which might best be taken to guard against the occurrence of unemployment, with its attendant distress and loss.

The Dominion Government on its part has made inquiry to ascertain what federal public works may be undertaken during the coming winter, being, however, entirely dependent on appropriations voted by Parliament in this respect, and my colleague the honourable Dr. J. H. King, Minister of Public Works, will have a statement to make in this respect. It is hoped that the other authorities here represented have come prepared to indicate the amount of winter work it may be possible to proceed with to prevent unemployment that might otherwise exist, and to reduce to a minimum the distress that frequently is the result of winter unemployment.

Canadian climatic conditions encourage the execution of out-door work in general in summer rather than winter months, but the feasi-

bility of the continuance during the winter of certain classes of construction work has already been established and it is recognized that certain building and construction operations in Canada can with some slightly increased cost be proceeded with in winter.

Happily, I think it can be said that the evil of unemployment has at no time affected Canada with the suffering and distress which, particularly during the post-war years, it has brought on the older communities of Europe. Nevertheless, Canada was visited during the winters of 1920-21 and 1921-22 with acute industrial depression, which necessitated the adoption of relief measures in many of the industrial centres. The conditions existing at present are not at all as severe as those prevailing at that time, and the efforts which are now being made overseas for the removal of post-war difficulties between the nations which participated in the Great War give promise of removing the uncertainty which has impeded the return of normal business conditions for several years past. It would seem that satisfactory harvest conditions also assure good returns to those dependent upon agriculture.

The only satisfactory remedy for unemployment is employment. Work is preferable to cash relief, both from the workers standpoint and the community point of view. As most of the work in Canada is connected with private business undertakings, the responsibility, under normal conditions, for regular employment must fall in the main upon private employers. Nevertheless governments and other authorities connected with public activities are also concerned; for not only do our governments and municipalities desire to avoid the distress incident to irregularity of work among their own employees, but it is to public authorities that the unemployed of all classes look for relief in periods of industrial and commercial depression.

It would not appear either appropriate or necessary at this stage to enter into any further discussion of the purposes which the present gathering is intended to serve, but I have every confidence that by applying ourselves in a businesslike way to the task for which we are called together, practical results may be accomplished to ensure against the occurrence of severe hardship next winter and demonstrate in different parts of Canada the possibility and positive advantages of holding out and carrying on at least certain classes of construction work during winter months. It is felt that in all the provinces there is need for common action that will ensure a larger measure of winter work for many of those classes of labour who, under present

conditions, are frequently among the unemployed for several months each winter. Those vested with authority to spend public moneys on construction or betterments, either in federal, provincial or municipal undertakings, would appear to be best qualified to take the lead in establishing such common action.

Now I am going to suggest that it would be well, before proceeding further, to organize in proper form for the conduct of business, and that Premier Armstrong of Nova Scotia be elected chairman of this conference.

It is moved by myself and seconded by—

Hon. Dr. FORBES GODFREY: I second the motion.

Hon. Mr. ARMSTRONG: Mr. Minister, before that is put let me say that if I am here attending the conference in any capacity at all, it is in the capacity of a delegate, and it might be embarrassing to myself, and perhaps embarrassing to other representatives, to select one of the delegates as chairman. I am willing to do what I possibly can to co-operate with the other delegates, to facilitate discussion and reach a conclusion, but my own opinion is that the Minister of Labour himself is the proper person to act as chairman. Whilst I do not want to urge facetious objections, I do submit to the delegates at large, those representing the various interests which are here, that the proper chairman of this conference would be the federal minister. If I can substitute in his absence, I shall be willing to do so, though I do not want to bind myself down to being here during all the conference in any event. I am simply placing my attitude fairly before the delegates, because I am here as a delegate and not in any other capacity.

Mr. JOHN R. SHAW: I agree with Mr. Armstrong that the proper chairman is the Minister of Labour.

Hon. Mr. MURDOCK: I would much prefer to play in the field. Having regard to the objection made by Premier Armstrong, I am going to make this suggestion, so as to give Premier Armstrong an opportunity to voice his views even as a delegate. I suggest that the meeting appoint two chairmen in the persons of Premier Armstrong of Nova Scotia and Hon. Dr. Forbes Godfrey, Minister of Public Health and Labour of Ontario, so that they can act alternately or as they desire; and I can assure my friends that I shall be glad to do anything I can.

Mr. SHAW: Take the chair yourself.

Hon. Mr. MURDOCK: I have it just at the moment. Are there any objections?

Hon. Dr. FORBES GODFREY: There certainly are. I object. Mr. Murdock, I think you are the person who should be selected by this conference to act as chairman, and I move, seconded by Premier Armstrong, that Mr. Murdock be the chairman of this conference.

The motion was adopted unanimously.

Hon. Dr. FORBES GODFREY: Mr. Murdock, you are chairman.

Hon. Mr. MURDOCK: Ladies and gentlemen, I will do the very best I can to fairly and properly act as chairman and to expedite as much as possible the discussions of this body.

It would seem advisable that for the information of the meeting a list of the delegates present should be read.

(The Minister of Labour then read the names of the delegates and advisers present.)

Mr. SHAW: We who represent the Canadian Manufacturers' Association have our president, Col. Arthur Hatch, with us as an adviser.

Hon. Mr. MURDOCK: Col. Arthur Hatch, and Mr. Walsh, and Mr. Robertson.

That is the list so far as we have it, of the official delegates. It is needless to say that there are in addition to those named a considerable number who are present as interested observers, some of whom may desire an opportunity of expressing certain views to the conference. The conference itself will determine whether or not they shall be permitted to do so.

I may say to the conference that I have arranged to have here at your disposal Mr. Brown, the Assistant Deputy Minister of Labour for the Federal Government, Mr. E. McG. Quirk, Mr. Rigg and other officers of the department. If any of them can be of assistance to any member of the conference, in the way of securing information or data desired, or in any other way, please call upon them.

Now I would ask the conference to determine as to the admission of the press. Representatives of the press, I think, have been present up to this moment. We have arranged for a stenographic record to be kept of these meetings, and I would like to learn from the conference their view as to permitting the press to be present at all sessions, and also any others who are interested in the discussions that will take place.

Mr. TOM MOORE: Mr. Chairman, knowing that there are thousands of unemployed throughout this country who are earnestly and interestedly looking to this conference for

some relief, I think that it would be a mistake even to think of holding a conference of this kind behind closed doors, even though the stenographic report will be made for the use of delegates; and I presume that if a motion to exclude the press were passed here, the delegates would feel somewhat restrained in using the information contained in the report, by handing it out to the press. Without elaborating on the question, therefore, but feeling the importance of publicity for a vital matter of this kind, I would move, Mr. Chairman, that the press be invited to attend this conference, and take what notes they desire of its proceedings.

Mayor WEBSTER (Calgary): Mr. Chairman, I second the motion.

Mr. PAUL JOUBERT (Montreal): I have great pleasure in seconding this motion. I think the people of Canada need to be informed of what is going on at present, and that the press should remain at all sessions.

The motion was agreed to.

Mr. TOM MOORE: With regard to the representation at the conference, Mr. Chairman, I noticed in the call that a certain number of representatives of different bodies was mentioned. It is known, however, that the Employment Service Council, which is a body to advise the Labour Department in the administration of the employment services of this country and which naturally is linked up very closely with the work of employment and has valuable information in regard to unemployment, is meeting at the current time in the city, having held its meeting yesterday and adjourned until this conference is over. I would like to suggest, Mr. Chairman, that we might make provision, perhaps without altering the basis of the conference, for the officers or at least the president or chairman of the Employment Service Council to take part here, as the knowledge of employment and unemployment which has come before that Council during the past year would naturally be of some advantage to the delegates assembled. I am very loath to attempt to alter the basis of the conference so far as representation is concerned, but, seeing that some of the provincial governments have recognized the seriousness of the situation sufficiently to send more than one representative and we are glad to see responsible officers or responsible representatives of governments here—I think we could safely increase the representation to the extent of inviting the Chairman and perhaps the Vice-Chairman of the Employment Service Council to sit in as delegates at this conference. I would move accordingly.

Controller TULLEY (Ottawa): Mr. Chairman, I take great pleasure in seconding that motion.

Hon. Mr. MURDOCK: It has been moved by Mr. Tom Moore, and seconded by Controller Tulley, of Ottawa, that the Employment Service Council of Canada, which is advisory to the Federal Department of Labour, be admitted to the sessions of this conference and that the chairman be permitted to speak to the conference should he so desire. Is that the motion?

Mr. TOM MOORE: That he be allowed or invited to take part in the conference as a full delegate. I think it is important.

Hon. Mr. MURDOCK: That the President of the Employment Service Council be invited to take part in the conference as a full delegate. Are there any objections?

There were no objections.

Hon. Mr. MURDOCK: I may say that the President of the Employment Service Council of Canada is Mr. Grant MacNeil, of the Great War Veterans' Association, with whom many of you are acquainted, and whom you all know at least by reputation.

Mayor JUTTEN (Hamilton): There are important persons here who are not invited as delegates. I refer particularly to the Mayor of Welland, a very important manufacturing centre. Would it be possible for him to enter into the debate?

Hon. Mr. MURDOCK: That is entirely in the hands of the conference. If the conference desire to hear from him, the chairman will be indeed glad.

Mayor JUTTEN: I move that the Mayor of Welland be admitted to the conference.

Hon. Mr. MURDOCK: It has been moved that the Mayor of Welland be given a voice in the conference should he so desire. Is there any objection?

Mayor HILTZ (Toronto): Does that mean that any others who are here from smaller places are not going to be permitted to say anything?

Hon. Mr. MURDOCK: I suggest that it might be advisable for the conference to determine this, that any others who are not regular representatives of the municipalities or cities invited, but are interested and desire to address the conference, shall be permitted to do so. The conference can determine for how long, or to what extent. It would probably be better to deal with the matter in that way than to deal with one person at a time.

Mayor JUTTEN: The reason I spoke is that the Mayor of Welland is desirous of presenting the views of the city of Welland. He represents a very important manufacturing centre, and I think he could give us some information that would be useful.

Mayor HILTZ: Mr. Chairman, it seems to me that as we are here for a definite purpose, if there is anyone present who can make a contribution towards the accomplishment of that purpose he ought to be heard. There are two angles to the question. There is the matter of being heard, and then there is the other point, as to what should be done after all contributions have been made and all the evidence has been considered. It does seem to me that as to anyone who has taken the trouble to come here, either of his own accord or because of having been sent by a municipality, if he has anything to say or can contribute towards the end for which we are here, he should be heard. After all the deliberations are over, if you desire that only certain representatives shall decide on a policy, if there is to be a policy, that will be another angle to the question.

Controller TULLEY: Mr. Chairman, that applies particularly to the border towns. Having just attended the meeting of the Ontario Municipal Association that was held in Toronto last week, I discovered that a considerable number of the border towns were very much interested in the unemployment situation particularly, I suppose, because they are border towns and more or less under the influence of any immigration policy which might be in operation.

Mayor SAMSON (Quebec): No invitation was sent to the Union Nationale of Quebec, a Catholic association, and I have been asked why they were not invited, seeing that international labour is represented here. They should have representation. My own invitation was late. I was not invited at first, and it was only last week that I received the invitation to represent Quebec. So I think there must have been some mistake. If representation is given to some, why should it not be given to all? I think even small cities should be represented here.

Hon. Dr. FORBES GODFREY: May I be allowed to make a statement on behalf of the province of Ontario? After all, we are all Canadians, interested in one thing to-day—unemployment—and I think the fact of being here would just about entitle anybody to give his opinion upon the problem before the meeting. I think you will agree, Mr. Chairman, with your usual broadmindedness, that

this conference would be only too glad to hear from any person present. At least I should. I do not want to do much talking. I want to listen, because the solution of the particular problems that we have before us is vital to Canada. We are all Canadians, and if any body was left out of the invitation, I do not think they ought to feel hurt

Hon. Mr. MURDOCK: Is there any objection to the chairman determining—

Mr. TOM MOORE: Mr. Chairman, attention has been drawn to the question of giving representation to municipalities that were not included in the official representation. Perhaps I opened the question, inasmuch as I asked that the representation here be extended, but in doing so I did not create a precedent. If I read the list aright, the Union of Municipalities was not included in the first list at all. We accepted a delegate of the Union of Municipalities, and I presumed at that time that the delegate of the Union of Municipalities was going to be in a position to represent all the smaller municipalities that had not been invited, because it was thought that it might make the conference too unwieldy if all municipalities, invited or uninvited, were to be allowed to take part in it. I for one would have no objection to that; yet I should then feel disposed to ask that the conference should also allow representatives of labour outside the building industries; that is, those representing the steel workers, those representing the railway employees those representing the lumber workers and others who are vitally interested, but are not directly represented except through my own insignificant personality at this particular conference. I am called upon to a large extent to fulfill a similar mission, in trying to represent these broader interests, to that which the representatives of the Union of Municipalities would fulfill in representing the smaller municipalities. If we are to transgress by broadening out in the other direction, then let us have a real conference and have everybody here who would be interested.

Mr. J. R. SHAW: I think, Mr. Chairman, that you have had a problem before you. The Government in sending out the invitation, had to limit it within reasonable bounds, and they exercised their best judgment—and good judgment—in doing so. It may be that here or there some particular organization has been overlooked; no doubt, inadvertently. The Canadian Manufacturers' Association were allowed four delegates, but we did not limit ourselves to those four; we brought with us our president, our general manager and our

staff, and they are here with us to advise. In case there is a vote, which Mr. Moore possibly thinks may come to pass, it would not be fair that others should vote than the regularly constituted delegates. At the same time, I have no doubt this gathering would be very glad to hear from our president or our general manager if he has anything to contribute to the discussion. So I think that if we follow your suggestion and allow anyone to participate in the discussion whom the meeting thinks can tender knowledge of the situation, it will be an advantage to hear him; but when it comes, if it does come, to a position in which we are going to count noses, the vote should be restricted to those who are delegates.

Mr. TOM MOORE: I would be glad to support that, Mr. Chairman. I had no thought of votes; I had only thought of precedent. I am not interested in how the conference may vote; I am interested in the results of what the conference will do when we go away from here. So it is not the vote that is troubling me. I would certainly support the proposal that, subject to the approval of the conference in each individual case, those who are able to add anything should have the privilege of stating their case. There is a difference between that and making them delegates.

Mr. SHAW: Quite so.

MAYOR POTTS (St. John, N.B.): I would move, if it would be acceptable as an amendment, that in the case of any person who has not been invited by the minister himself, the matter be left to the discretion of the chair. Let any person who wishes to speak send in his name, and let the chair have the right to rule whether he shall speak or not.

Hon. Mr. MURDOCK: If that is satisfactory, I will assume that responsibility, subject of course to the conference's suggestion.

Mr. SHAW: Quite so.

Hon. Mr. MURDOCK: All right, then. It is understood that all those who have a contribution, by way of suggestion or recommendation, that they would want to make to the conference, even though not regularly invited or accredited delegates, may on request get consideration of their claim to speak to the conference and present their views.

Now, are there any suggestions as to the possibility of the formation of certain committees, or is it the thought of the conference that we should at this stage proceed to appoint committees? My personal experience has been that very often, in important matters such as we have here to consider, it was not

possible to get anywhere promptly and effectively unless you condensed or reduced to writing certain proposals or recommendations to be dealt with. Is it the desire of the conference at this stage to suggest the appointment of committees, and if so, how many and just what committees?

Mr. SHAW: No committees.

Mayor POTTS (St. John): I would like to ask a question. If I followed you correctly, Mr. Chairman, you said that the Minister of Public Works had a programme of work to be carried out by the Dominion of Canada during the winter months. I think it would clear the atmosphere for myself and perhaps for many others if the Minister of Public Works would let us know just what he is going to do in each of the constituencies—

Hon. Dr. FORBES GODFREY: You are from St. John.

Mayor POTTS: I am from the winter port of Canada, St. John. The chairman remarked in his opening statement that the Minister of Public Works had a programme, and quite seriously I believe that many like myself would like to know what that programme is so far as our own particular localities are concerned.

Hon. Mr. MURDOCK: Evidently the mayor of St. John wants to have another session of Parliament called to see how much our great port of St. John can get. In order that there may be no misunderstanding, let me repeat what I have already said to the conference. The Dominion Government has made inquiry to ascertain what federal public works may be undertaken during the coming winter, such construction being entirely dependent upon appropriations voted by Parliament for the purpose. My colleague, the Hon. Mr. King, Minister of Public Works, will have a statement to make in that respect, and it might not be inappropriate if I were to call upon him now to make that statement.

Mayor S. J. FARMER (Winnipeg): May I first be permitted to state the position of the city of Winnipeg? Before I left Winnipeg I was given very definite instructions by the city council, and the necessity was impressed upon me of bringing the position of the Winnipeg city council before this conference at the outset of the meeting. It will save time if I read the resolution that was passed at the last meeting of the city council, and it will not be necessary to amplify it with any remarks of my own. The resolution passed by the city council of Winnipeg reads as follows:—

Whereas on the invitation of the Dominion Government, His Worship the Mayor has been appointed to represent this city at a conference on unemployment soon to be held at Ottawa

And whereas the Honourable the Minister of Labour has recently expressed the opinion that the Dominion Government has no responsibility in the matter of unemployment throughout Canada

And whereas certain matters, such as immigration, navigation and railway transportation, and industries such as fishing, lumbering and wheat growing, harvesting and selling have always been or have become of Dominion concern and control;

And whereas for the purpose of said above mentioned, and other matters and industries of Dominion concern and control, it has become usual and necessary for labour to be mobilized in different parts of Canada;

And whereas owing to its geographical situation, large numbers of immigrants and persons working or required in said matters and industries periodically pass through, and remain and become unemployed in Winnipeg;

And whereas a certain percentage of those periodically unemployed in Winnipeg are returned soldiers suffering from disabilities resulting from their war services;

And whereas it is expedient that so as to avoid any misunderstanding in entering upon said conference, the city declare its position to be that the Dominion Government has primary responsibility in, and is under obligation to participate in the solution of the problem of unemployment in the city of Winnipeg and in defraying the cost of any relief which it may from time to time be found necessary to provide;

Now therefore, be it resolved that His Worship the Mayor be and is hereby instructed as follows:

That at the outset of said conference at Ottawa with the Dominion Government on unemployment, he declare the position of the city to be that the Dominion Government has primary responsibility in and is under obligation to participate in the solution of the problem of unemployment in the city of Winnipeg, and in defraying the cost of any relief which it may from time to time be found necessary to provide.

I am not going to amplify that to any great extent. At the last Conference on Unemployment held in Ottawa, the city of Winnipeg, rightly or wrongly, left the conference under the conviction that the Dominion Government had pledged itself to participate in whatever relief work was found to be necessary. In that they were disappointed, although I may say they have not yet despaired of having their disappointment removed.

Hon. Mr. MURDOCK: Hope springs eternal in the human breast.

Mayor FARMER: They have felt that on this occasion, in order to avoid any misunderstanding, and in all fairness to those who are represented at this conference, we ought to have from the Dominion Government some very definite statement as to the share of responsibility which the Dominion Government feels called upon to assume.

I may state that at the last session of the Manitoba Legislature, of which I happen to

be a member, a resolution was passed without dissent, stating unemployment to be a national problem. I think that is the general feeling of those at least that I speak for and with whom I have come in contact and discussed this subject. In putting this resolution before the conference, Mr. Chairman, I feel that I have just done my duty in carrying out my instructions from the Winnipeg city council.

Mayor W. W. HILTZ (Toronto): May I suggest, Mr. Chairman, that if there are any other resolutions, we might have them read now.

Hon. Mr. MURDOCK: Probably that would be just as well. I should like to point out, though, to the Mayor of Winnipeg that the resolution he has just read is based on false premises to the extent that the Minister of Labour is quoted as having taken a position he never took, and having made a statement he never made. At the moment, that is neither here nor there; we will probably come to that later. Are there any other resolutions?

Mr. FRED COOK: As the representative of the Union of Canadian Municipalities, when I received your invitation, Mr. Chairman, to attend this conference as a delegate, I immediately communicated with the mayors of all the cities in Canada east of the Rockies, with the exception of the ten to whom special invitations had been forwarded. In response to my circular letter I have received a large number of replies, and if this be the proper time to present them to the conference, I shall do so now. Some of them are of a very important nature, being of a suggestive character.

Hon. Mr. MURDOCK: I might state that after the original invitation had been issued to attend this conference, three additional invitations were sent out, one to the Mayor of Edmonton, as representing the last great city to the west, another to our friend, Mayor Samson, of Quebec, the capital of one of our great industrial provinces, which in some way had been overlooked, and the third to Mr. Fred Cook, as Secretary of the Union of Canadian Municipalities. Very many of the smaller municipalities in various parts of Canada had asked for the right to be represented here, but it was thought that rather than unduly extend the scope of the invitation, Mr. Fred Cook, as Secretary of the Union of Canadian Municipalities, should be invited to attend, and I understand he has now a number of communications to present to you.

Mr. TOM MOORE: While believing that these communications should be submitted, I am not entirely convinced that this is the best time to submit proposals or resolutions, because they might be modified by what may be said here in a general way. We have had a statement from you, Mr. Chairman, and there is another representative of the Dominion Government present in the person of the Minister of Public Works, and I think we should hear opinions first before attempting to arrive at any concrete proposals. I would suggest that we now hear from the Minister of Public Works.

Hon. Dr. J. H. KING (Minister of Public Works): Mr. Chairman, I am very glad to be associated with this conference. I do not think we should becloud the issue at all. The Minister of Labour, who is well known throughout Canada, is naturally interested in the matter of employment, and he has suggested to the Government that a conference of this kind might be of value, in order that those who are entrusted with the expenditure of public money should be brought together, and the question of employment in Canada be considered. It is true that the invitation has gone further afield and included those who are or might be interested in the expenditure of private or company capital, in order that they may also take part in this conference.

The Minister of Labour in his opening remarks, has, I think, fairly outlined the scope of the conference. I think we should hold it down to a line that will keep it within reasonable bounds. Canada is a fortunate country. We are fortunate in our climate, but we have a long and cold winter. It has been the custom of our people to take care of their affairs during the months of sunshine and warm weather, but there is a problem that we, as Canadians, have to consider, and it is in order that we may consider that problem that the Minister of Labour has called this conference, to see if those who are entrusted with the expenditure of public money cannot devise some means among themselves whereby certain works which are usually done during the warm and sunny weather could not be held over until the winter season, by the officials of the different governing bodies represented here, in order to provide employment. That is my understanding of this conference. It all centres around that. I believe there is a great field for Canadian public men, if they will undertake to suggest to their officials that certain works can probably be done just as well in winter as during the warmer months. When the minister spoke to me during the session

last winter regarding this conference, I was able to advise him that as Minister of Public Works, in the province of British Columbia, we had during the years 1920 and 1921, when there was a great amount of unemployment throughout Canada, been able with the assistance of the officials in the department to set aside and hold over certain works, in order to provide employment in the winter. During the last two years here, I have also been able to set aside, in a small way, certain works that could be done just as conveniently in the winter as in the summer. If this Conference is really serious and represents Canadian opinion, as I believe it does, then I think it will be a success, and I believe that if we as a body here this morning will discuss frankly what work can be carried on in the winter, and we have men of great experience with us, we shall be able to accomplish a great deal.

The Minister of Labour in referring to me in his opening remarks said that I had a statement to make. I have no particular statement to make. I have asked my officials to suggest to me what works, provided for by appropriations passed by Parliament this year, could be conveniently done during the winter, and I have found this among the officials, just as you will find it among your officials when you go home and discuss this matter with them. While it is much more convenient to do certain works in the summer, and we have been in the habit of doing them in the summer, you will find that your official, when you get him into your office and discuss with him, let us say, the construction of a river wall, will tell you that when the ice is on the river, if the water is not too deep, the work can be done better in the winter, but he has been in the habit of doing it in the summer. We have had a great deal of decorating and painting of public buildings to do during the last two years, and we have held over that work in Ottawa to provide winter employment. At the time of the invitations to this conference being sent out by the Minister of Labour, I asked the officials of my department to suggest what works might be done in the winter, and from each and every official practically the suggestion has been decoration and painting inside. I have gone back and said, "What about wharf construction, or excavations for foundations?" and they come back and say, "It can be done in the winter." The only suggestion I have to make to this conference, Mr. Chairman, is this: Facing a situation in Canada that must be faced not only this year, but every year, because winter returns every year, can we not as public men charged with the expenditure of public money, go

back to our municipalities and to the various governments we represent and seriously discuss with the officials in the various districts what work can be done in the winter. If you can come to an agreement of that sort in this conference, you will have made a great step forward in Canadian history, because you are going to have winter every year in Canada and you are going to have unemployment during the winter. It is in winter that the cost of living goes up, for it is then our people need coal and extra clothing. I believe it would be to the advantage of the Canadian people to set aside certain works which we have been in the habit of doing in the summer, and hold them over for the winter season; it would be better to have unemployment in the summer than in the winter.

I have nothing particular to add except this: As Minister of Public Works for the Dominion of Canada, I propose falling in line with your suggestion, Mr. Chairman, of trying to provide winter employment by the department so far as it is economically possible, and if this conference will accept that suggestion and work it out through the various channels that are represented here this morning, I am satisfied that many millions of dollars can be expended in the winter to the benefit of the people of Canada. I do not think I care to say more at the present time. I shall be interested in hearing the discussion, and taking part in it later, if necessary.

Mr. J. B. THOMSON: We have to-day with us representatives of the Canadian Pacific and the Canadian National Railways. I should like to ask them a question how it is that in making up their requirements there is a lapse between January and May during which no orders for materials for railroad works are placed?

Mr. A. F. HILLS (Canadian National Railways): As most of you know, the requirements of the Canadian National Railways have to be provided for out of the public purse. We are subject to getting our votes through Parliament, and we do not always, in fact we never get them through quite as soon as we would like to have them. Long before the money votes go through, we have to spread out over the whole year our operating expense budget. I think you will all understand that a large portion of the maintenance of way work must necessarily be done during the summer months, and that represents roughly twenty per cent of our expenditure. The maintenance of equipment represents about twenty per cent, and that

expenditure can be spread pretty evenly over the year. The balance of the expenditure is made up of the actual cost of moving trains. That is the same on all railways. I would just like to show what we are up against in a year like the present. We make up our programme in the beginning of the year, or before the year commences, and then about half way through the year a considerable slump in traffic takes place, and we have to revise all our plans. So we would be in an unfortunate position this year in attempting to assist in what the Hon. Minister of Labour has in view for this winter, because our resources on which we have planned our programme are considerably reduced, and we are faced with the necessity of cutting our operating expenses. From about \$230,000,000 we have to cut about to \$216,000,000 this year. Our votes extend beyond the end of the calendar year; they go to the end of the fiscal year. While I discussed this matter quite fully with our people before coming here, they could not authorize me to say that we could expect to expend, at least in operating expenses, even as much money as we anticipated spending when laying out the year's work. We could if arrangements can be made with the government, order some more equipment, locomotives and cars, which we will probably require for next year, and a certain amount of that work could be done in the winter time.

That is generally the position of the railways, at least of our railway. I think with this adopted as a principle, that we should endeavour to do as much work in the winter time as possible, that in planning our work next year the management will be very glad to try and allot the money so that there will be more to expend in the winter months, but that is something that will have to be done next winter rather than this one.

As to any capital expenditure, of course, that is in very much the same position as the Hon. Dr. King has said. We can do some work in the winter time, but it is just a question of all the interests that have to spend money taking the matter in hand, and using a certain amount of forethought in planning with the definite objective of trying to do work in the winter time. I am sure our people will be only too glad to co-operate just as fully as they can in endeavouring to map out our work, so that there will be more work in the winter time that at present. As far as the votes are concerned, we are handicapped every year by that necessity, and perhaps the committee that was appointed last session will be able to evolve a plan by which we can get our money votes through or be authorized to spend our money a little

bit earlier in the year. That certainly would be very desirable from our point of view if anything of that kind could possibly be worked out.

Hon. Mr. MURDOCK: We will talk to the Senate about that.

Mr. THOMSON: Mr. Hills has not quite covered my point. Coming from the West, I met with the employers in Winnipeg, and we had a conference. They asked me particularly to bring before this conference the question of the requirements of the railways, it being their custom to place orders for their requirements in the summer rather than in the fall or early in January. They are now being placed in May or later. They made the statement to me in Winnipeg that if the switches and frogs for the two railways were ordered in the fall or early winter there would be no unemployment in the metal trades in Winnipeg. That was the reason I brought the matter up and asked Mr. Hills to discuss it. The metal employers made the statement to me that it was not necessary for the railways to take delivery at a definite time, but that they would keep them and accept payment for them in May, or when they were required. In the summer months the rush is on, and they are overtaxed with work. Why could not the work be spread over the year. I should like to hear from the two railways on that.

Mr. HILLS: That is just one single item of the general problem of getting through the various votes by Parliament authorizing expenditure by the National Railways. If we take it upon ourselves to order a large number of frogs and switches or any other material requiring manufacture before we are actually authorized by Parliament to expend the money and proceed with the work, we are taking the possible chance of that work being held up, and we naturally would be subjected to criticism if we ordered a lot of stuff that we could not use. Of course, for our ordinary maintenance or anything that is for the maintenance of our railway, I think the management will see the necessity of doing all they can to meet the complaint that we do not place our orders early enough; but if it is anything in connection with our capital expenditure, why then it is a matter which naturally comes into government expenditure, and we cannot go ahead until we know what the vote is. At the same time I think that as a result of this conference and the importance of the point that has been brought forward, our people will certainly endeavour to get their requisitions put through as early as possible so far as maintenance is concerned.

Mr. W. M. NEAL (Canadian Pacific Railway): Speaking for the Canadian Pacific Railway, and in answer to the question which was recently put to the conference, we make a practice of ordering a great deal of our material early in the year. In fact for the year 1924 by far the larger proportion of the material we used, both in maintenance of way, building, and repair of rolling stock, was ordered by May of this year. Referring particularly to the question of frogs and switches, which after all are only a very small item, we did place an order in Winnipeg some time in May, but that was part of a supplementary order which was placed along about April. We also ordered rails in January, and most of that order was delivered and on the track early in the season.

Apart from that specific instance, the Canadian Pacific Railway is very fully in accord with the aims of this conference. It is our practice, and has been for a great length of time, to spread our work over through the year in so far as we can, governed as we are by conditions of climate and traffic. We make it a common practice, for instance, in the case of our train service employees, when train service decreases in certain parts of the country more than others owing to local conditions, as it does during the spring and summer months, to find them employment in bridge work and other branches of the service, and in that way employment is furnished to the men, and it works out to the advantage of the company, as it permits us to maintain permanency in our organization. In the case of our big general shop employees, it is the common practice during the grain rush in the West, which has its reflection in the East, to have these men transferred to our round-houses. I mention these two cases merely to illustrate the practice we follow, in attempting to distribute the work during the course of the year. The big difficulty that confronts the railways in prosecuting their work, particularly in Canada, and it is a fact we cannot get around, is that track work, certain classes of bridge work and building work cannot be prosecuted when the frost is in the ground. Jobs such as ballasting—I do not want to get too technical—surfacing, and for the most part track-laying, have to be done when the frost is out of the ground; otherwise the track would be in an impossible condition. We follow the practice, in so far as building work is concerned, of postponing interior decorating and inside work of that kind until late in the fall or well on in the winter. That is partly due to a practice that has grown up by virtue of fluctuations in labour.

We can get men much more plentifully—I am not speaking with reference particularly to this year—but generally speaking we can get men more plentifully earlier in the year than when harvesting operations commence, and so we hold over inside work and give preference in the early portion of the year to outside work which must be done when weather conditions are favourable. Mr. Hills has given you, I think, some idea of the procedure that is followed by the railways, and in speaking for the Canadian National Railways, he speaks for the railways as a whole, because their operations are of necessity somewhat uniform. In arranging our expenditures, it is our custom to outline the work which will be done in the course of the year. Those lists are prepared, commencing about now. The different local officers in the field will make a careful survey of the work they would like to do in the ensuing year, and in due course special appropriations are passed covering that work, and arrangements are then made by the officers to carry out that work during the course of the year. It is necessary, of course, to take into consideration what the general business and traffic conditions will be. By that I mean we cannot at the present time foresee, for instance, what crop conditions are going to be in 1925, and, therefore, we cannot at this time lay down any car building programme to cope with a situation of which no one has any idea at the present moment.

Our work programme for the year 1924 is pretty well completed at the present time. We have turned out all our locomotives, our car work is practically completed, and our track laying and tie renewals is finished. There is no work at the moment that we can carry over to be done during the winter of 1924-25, but there may be suggestions made during the course of this conference which will give us some idea of some rearrangement perhaps we may make for 1925, whereby work which ordinarily would be done in the summer can be postponed until next fall or the winter of 1925-26, and I can assure you that we shall heartily welcome suggestions, and at the same time I can assure you of our very hearty co-operation with the department and with the conference as a whole.

Mr. TOM MOORE: My purpose in rising at this time is to follow the suggestion that was made prior to Dr. King speaking, and also, if possible, to bring the discussion up to the expenditure of money by public authorities. I think the remark was made that private enterprise was perhaps the largest ex-

penders of money in Canada. That may be true; I have not examined the figures, but we do know that public authorities are also very large spenders, if not as large as private individuals or companies. If I have read the invitation to this conference correctly, the first business of this conference is to deal with the question of public works. We have, therefore, prepared a memorandum which we considered might help this conference, particularly in dealing with that phase of the subject. Other phases of the employment question that come up, might, of course, be dealt with also, but in the first instance I wish to submit a memorandum covering some suggestions in regard to the expenditure by public authorities of moneys that might assist in alleviating the unemployment that at present exists and which all seem to agree is going to be intensified during the winter. The situation we have to deal with is the one now immediately facing us, and I shall first give our suggestions, and then make a few remarks:—

1. It is proposed that all Federal, Provincial and Municipal Government work now under construction should be continued with a full complement of employees during the winter months.

2. It is proposed that all Federal and Provincial Government work that has been provided for during the past sessions of Parliaments should be immediately undertaken and continued during the winter months with a full complement of employees.

3. It is proposed that a National Committee be appointed by the Federal Government, with the consent of the Provincial Governments, for the purpose of determining where necessary work can be initiated to best relieve unemployment, and to find ways and means for financing the proposed work, this class of work to be commenced as soon as possible.

4. It is proposed that an eight-hour day should be made effective on all that class of work undertaken by the Federal, Provincial and Municipal Governments, and that the prevailing rates of wages should be paid.

In regard to the first proposal, Mr. Chairman, I think the Hon. Dr. King very pertinently said that the expenditure of public moneys was governed by what Parliament had appropriated. We realized that that statement has been made so often, and probably was true, that we have based our proposals on that fact. We do know that there is an amount of public work under construction at the present time for which the Federal and Provincial Governments have already made

provision for carrying it on during the next twelve months, but they have not said whether this work should be carried on in the immediate winter season, or whether the contractors who are undertaking that work shall be at liberty to close down during the winter, thereby accentuating unemployment. Our first proposal, therefore, has to deal with that class of work, work that is under way, work for which money has been provided either by federal, provincial or municipal authorities, and we ask this conference to declare that whatever authorities are responsible should take steps to see, not that this work is closed down, but continued and intensified.

I heard a remark during Dr. King's statement to the effect that work might be done that it was economically sound to carry on during the winter, and I think he said that most interior work, decoration and painting, for instance, was economically sound to carry on in winter. It is a question what is economically sound. Is it economically sound to save \$1,000 on a contract, and pay \$5,000 in relief or doles? Is it not more economically sound for the authorities, if necessary, to absorb the difference it may cost the contractor to carry on the work in an intensified form during the winter, rather than allow him to close down, and then have to meet the unemployment situation by doles? In drawing up our first proposal, therefore, we feel that it cannot be impressed too strongly on all authorities that the work now under way should not only be carried on, but intensified so far as it carried on, and if in doing that the appropriations made for the entire twelve months are used up, not only city councils, but provincial legislatures and the Dominion Parliament will again be in session before we have another winter facing us. They will be in session by March or April of next year and can provide further appropriations. In our opinion it is more economically sound to do that than to let these works close down in the winter. In that connection, I noticed that the Hon. George P. Graham stated in a recent address—I have only the report to go on, and must take it with some reservation—that one of the largest Dominion works, the Welland canal, would possibly close down because the contractor could not find it profitable to carry on during the winter, and he said that the people of St. Catharines were fortunate that it had been carried on so long. If that is the position of the Federal Government, what is the use of this conference trying to impress upon responsible governments and provincial and municipal authorities the necessity of trying to do something to relieve the unemployment situation? That brings us

back to the question raised by the representative from Winnipeg, as to the degree of the responsibility of federal, provincial and municipal authorities. Is it entirely a municipal problem? Is it not a national problem when we consider the thing in its broadest aspects? We in the Labour group believe it is a national problem. We do not think the provincial authorities are relieved from their responsibility, but municipal authorities to-day are declaring one after another that the work they institute will be reserved for people who have lived in their city for one year or longer. Yet we are told that there are thousands of immigrants coming in every month, brought in by the consent of the Federal Department of Immigration, who have not lived in any city for one year, and who is going to look after them? Are they going to be up against the problem of accepting work at any wages, driving out the citizens who might have a reasonable opportunity of being looked after by public works? Without going into that situation too fully at the moment, we do submit that a joint responsibility must be recognized by the federal, provincial and municipal authorities to co-operate and take a share in handling the situation.

In regard to the second proposal, that federal and provincial government work for which appropriations have been provided should be gone on with, those who have studied the Estimates of Parliament will find many items that are revotes, moneys that were appropriated the previous year and have not been expended, sometimes perhaps appropriated for the purpose of satisfying a demand, whether or not there was any intention of going on with the work. That, of course, does not apply to any one particular government. Be that as it may, we make the proposal now that moneys that have been provided should be expended whether the work was warranted or not when the money was provided for it. The government that made the appropriation should have been of the opinion that the work was justified in the first instance, and we have confidence enough in those who represent us to believe that all these works were considered necessary or the appropriations would not have been made, and now having made the appropriations we ask that the different governments go on with the work immediately and carry it on intensively to provide work for as many employees as possible.

In regard to the third proposal, we come here to the obstacle which has been raised, and which we expected might be raised. We expected that the government representatives would say: "Our hands are tied. We can-

not expend more than Parliament has authorized us to expend." We expected the Federal Government representatives to say that, and that the provincial representatives would say the same thing. The municipal authorities would naturally say: "We cannot expend except what can be provided by our tax rate. Our tax rate has already been made, and we have expended the money; what can we do?" Therefore, if we are going to provide additional work we have to consider the setting up of some machinery whereby that work can be financed. Is unemployment a crisis? Is it necessary to deal with it as a crisis, or are we to deal with it as a normal condition not unduly affecting the condition of things in this country. I think we realize that all countries have recognized that unemployment is a crisis that must be dealt with like war or pestilence, that extraordinary measures must be taken to deal with it. Great Britain has led the way in extraordinary measures. They have set up a Public Grants Committee. I have the report of that committee issued in the August number of the British *Labour Gazette*, and we find that this committee has to deal with various public works proposed by municipal, provincial and other authorities, and to say whether they are justified or not. This Public Grants Committee is authorized to make loans and assist the schemes put forward by localities. Now are we big enough to take this question out of party politics and to set up a committee representative jointly of the federal and provincial governments and such other authorities as they want to bring in, perhaps the Bankers' Association to deal with the financing, and let them undertake, as a special measure, the duty of approving or disapproving of various works that are submitted to them by the different authorities, and of deciding whether they are necessary, giving preference to revenue producing work, such as gas, electricity and the development of other natural resources.

The suggestion has been made by Mr. Hills and also by Mr. Neal, that if the money was forthcoming the Canadian National Railways and the Canadian Pacific might enlarge their programme, and so we would have a National Committee that could examine into the bonafides and the necessity for the different works proposed, not with any particular view to relieving unemployment, and this committee would have the power of government behind them, and the guarantees of the government or of governments, if necessary, to raise the necessary loans in order that these works might be carried on. We all know that the

municipalities have long lists of public works, but when it comes down to proceeding with them they tell you that they have no money. In 1921 the federal and provincial governments did use money that had not been appropriated for the purpose of providing work, to relieve absolute destitution. Those appropriations had not the sanction of Parliament, but were made by Governor General's warrants. The workers declare emphatically that they do not want doles. They want the opportunity to work, and reasonable payment for their labour in order that they can live, and therefore is it not logical to ask, as we do, that a new step should be taken, something away from the ordinary that may perhaps break down tradition and red tape, and that this committee be set up. Let us get the additional works for which this country is crying under way, and supplement the works already provided for or under construction.

In regard to our fourth proposal, the eight-hour day, international authorities have declared in favour of it. It has been accepted by one country after another, and by our representatives at various conferences, and if we are to consider it only from the point of view of distributing work, the eight-hour day is the best method of providing work for the greatest number; I do not admit that that is the logical argument for the eight-hour day, but considering it solely from the unemployment standpoint, it is right that we should limit the working day of those who are employed, in order that work may be extended to the greatest possible number.

Finally, in regard to the prevailing rate of wages, that is important, because otherwise relief works may be classed as such, and an attempt be made to pay a lower rate of wages on them. The different governing bodies are subject to pressure and influence of different kinds, and they all want to keep their tax rate and their expenditures as low as possible, and fair wage clauses have been inserted in contracts to prevent that. We ask here that the prevailing rate should be paid on these works, and in support of our claim we have the statement of the Hon. Dr. King that in winter the cost of living increases, and the hardships are greater. So if prevailing rates are justified at any time, they are justified in winter when these works will be done. These are our proposals at the present time, Mr. Chairman, and I am glad to have had the opportunity of presenting them for the consideration of this Conference.

Hon. Mr. MURDOCK: It might be appropriate now to hear Mr. Pigott, President of the Association of Canadian Building and Construction Industries.

Mr. JOSEPH M. PIGOTT (Hamilton): Mr. Chairman, I might say that my associates with myself are very much interested in the work of this conference, and we have great hopes that something really concrete and beneficial will come from it. We have the impression, however, that the work of this conference would be facilitated if a slight change were made in the order in which its business is conducted. By far the greater number of the representatives here are here to explain conditions in the particular cities that they come from, and it seems to us to be a very necessary thing that these gentlemen be permitted to put the picture before us as they have it in their minds of the localities they come from, before the other sections, composed of employers and employees get down to practical suggestions for relief. We would, therefore, suggest that the memorandum which we have prepared, which is more or less a practical one, be left to a later stage in the business of this conference.

Mayor W. R. OWEN (Vancouver): Mr. Chairman and Gentlemen, I represent the greatest of all western cities, and I want to tell you something about the conditions there. As you requested, Mr. Chairman, in your first letter, I have endeavoured as far as I possibly could to follow your suggestion and get the views of employers of labour in our community. I agree with the last speaker that this seems an opportune time to have those views presented, and I will, therefore, now give to the Conference the views of some of the most prominent employers of labour in our western section.

George Kidd, President, British Columbia Electric Railway Company, says that his company will have a certain amount of employment offering during the coming winter at Stave Falls and Alouette Lake, and that they will endeavour to assist in setting aside work that can be undertaken during the wet months.

J. R. Cameron, Assistant General Manager, Canadian National Railways, Vancouver, says that they cannot co-operate in a scheme to set aside work for the winter, owing to its seasonal nature, as well as to the company's budget economy feature.

H. T. Lockyer, General Manager, B.C. Stores, Hudson's Bay Company, considers that a restricted immigration policy should be put into force at once by the Federal Government; that immigrants have been sent here under misrepresentation, and that conditions will be as bad here this winter as during past winters. He thinks that municipal,

provincial and labour officials should publicly announce that conditions do not warrant an influx of immigrants.

Goodwin G. Johnson, Manager, Capilano Timber Company, Limited, thinks that the conditions will not be worse this year, owing to the small amount of logging operations carried on during the summer, which must be balanced by increased forces later in the year. He is of the opinion that government and municipal works should be undertaken when industrial labour requirements are low; that government and municipal wage scales should be of a nature to afford relief, but not such as would come into competition with those required by established industries of the province.

F. W. Peters, General Superintendent, Canadian Pacific Railway, will do all he can to assist the authorities in arriving at the best decision possible in dealing with this matter.

E. W. Hamber, President, B. C. Mills Timber and Trading Company, considers that if the present lumber depression continues, there will be a great number of men unemployed, but that on the other hand if a mild winter comes there should be considerable work in the woods. He is of the opinion that men on relief work should receive food and lodging only in exchange for labour, rather than wages as paid to regular civic employees, and that a thorough investigation should be made of each case brought to the notice of the authorities, as to the amount of work and wages received by the applicant during the period just previous to the date of his application.

Percy R. Bengough, Secretary of the Vancouver Trades and Labour Council, considers that they will have as many unemployed this year as last, and that the policy of spending public funds in bringing immigrants to this country when residents, for economic reasons, are leaving, is wrong.

Charles Woodward, President of Woodwards, Limited, looks for considerable unemployment there this winter.

The view of a special committee of the city council of Vancouver was that maintenance work in the city should be held to a minimum owing to the necessity of keeping within available revenues. Construction work should not be extensive, owing to the council's policy of keeping money by-laws as low as possible when submitting them to the ratepayers. This work is of a nature which must be done in the summer months, and is being carried on mostly by contract. Funds provided by by-law will not be sufficient to enable the

city to undertake any work whatever bearing upon the situation set out by the Minister, as any employment arising from the expenditure of the city's funds would merely serve to find a limited amount of employment for our own citizens.

James H. McVety, General Superintendent, Employment Service of Canada, Vancouver, expects to send approximately six thousand men out of the province for harvest work.

The following resolution was passed by the council of the Corporation of the District of South Vancouver:—

That whereas this council may be faced with a problem of unemployment during the winter months, and whereas we have a population of approximately 38,000 people, composed principally of artisans, and whereas it is impossible for this municipality to undertake to find employment or to provide relief for all who desire it, and whereas the Dominion Government is directly responsible for the bringing in of any immigrants at a time when employment is scarce, be it resolved that we ask the Dominion Government to give direct financial assistance in the providing of employment of a productive nature in the municipality of South Vancouver during the winter months; and that we ask Mayor Owen to present this resolution to the joint conference on unemployment at Ottawa.

I have some other letters here which would show you from another standpoint what the city is up against. This is from the Danish Consul in Vancouver, who writes to myself as Mayor of the city:—

VANCOUVER, B.C., August 23, 1924.

DEAR SIR,—I have to submit to you the fact that, owing to representation being made by the Dominion Government, the Canadian National Railways, and the Canadian Pacific Railway, in Denmark, that a number of Danes are emigrating to Canada, and very many of them are coming to Vancouver, having been led to believe, so they tell me, that they can secure entrance to the United States through this port and on arrival here find it impossible to do so. There being a very great lack of employment, and these men as a rule being without funds, come to this consulate for assistance, and despite the fact that they are willing to work if employment can be found for them, they cannot secure it, and I fear that during the winter many of these emigrated citizens will call at this consulate for assistance, and you can readily understand that the Danish Government cannot undertake to take care of its emigrated citizens, and must maintain that it is the duty of every civilized community and country to provide food and lodging for all persons within their sphere. It is therefore my intention, in each case of Danes who are out of funds, to refer them for food and lodging to the Municipal Authorities, and I will furnish these citizens with a letter to you asking you to provide food and shelter for the party in question, and I feel sure that you will recognize that it is the duty of the city to provide board and lodging for all unemployed, and if you do not desire to do so for foreign subjects, to repatriate same.

I have the honour to be, sir,
Your obedient servant,

(Signed) W. W. WARD,
Royal Danish Consul.

I have one also from the Scandinavian Emigrant Station:—

MAYOR AND COUNCIL OF VANCOUVER:—

Many hundreds of Scandinavians have lately arrived here, and we are glad to see them. But we admit it pains us often when young men and girls arrive without funds, no work, no friends, and not knowing the language. We try to find jobs for them, but with the city full of idle men, what chance has a newcomer? We find men among them who are educated. We find among them mechanics, chemists, musicians, almost starving. And this is what they tell us: that the Government carries on propaganda in Norway, Sweden and Denmark, employing agents whose business is to induce as many as possible to migrate to Canada.

Now I, for one, do not believe that this Government employs such agents. I rather think the railroads, together with the steamship companies, are the guilty ones, and they should be made to look after them when they get here.

In the meantime here they are, and more arriving almost daily. Would someone think of a plan to help these sturdy Norsemen, and be a big brother to them in their hour of need?

Just one more thing. If these companies persist in such methods of bringing in settlers we will consider ways and means by which we can counteract their propaganda, to wit: write a strong protest and explain in the publications of Europe the rotten methods employed by these people. Give us a square deal.

Respectfully yours,

(Signed) J. J. PETERSON,

In charge.

I think that gives you a fair review of the conditions that may be expected on the coast. The municipal authorities are not in the same position as either the Dominion or the Provincial Government. We have not the power to issue warrants and borrow money. We must appeal to the people. The taxation is so high in this country of ours—though not perhaps any higher than it is in other countries—that when we need money and have to appeal to the property-owners we feel that they are carrying a very heavy burden and will not come through with money for public works as they did some years previously. That places the municipal authorities in this position, that they are very much limited in the amount of work that they can carry on. Governments can issue warrants and get money in, but municipalities cannot do that. And they are not going to the banks to borrow money in anticipation of better times. So why are we called here to-day? The Government must realize that the municipalities are in that position. We have laid out all kinds of work and are conserving work for the winter months. I have here a statement from the Joint Sewage Board of the city of Vancouver which shows that we have held back work to the extent of almost \$400,000 for the winter months. But that is only a small amount. That will practically take care of

only our own citizens, who are the deserving people, who have helped to build our city, and who must be considered first. This last year we set aside and spent \$100,000 just to take care of the indigent persons. We have them with us always, and they must get relief, but, Mr. Chairman, I wish to make clear the position of our council. As far as our city council is concerned, there will be no doles handed out this winter to any persons who are physically fit to work. We got away from doles two or three years ago, when we established a camp in connection with the clearing of land, and we put in stoves to heat the shelters, and hot and cold baths, and other requirements. We employed five or six men out in a camp for four hours a day. We charged them so much for board, and at the end of the week there would be about fifty cents coming to each man, to provide himself with tobacco. They had a comfortable home and they were willing to work in that way rather than take a hand-out, and we appreciate that spirit. I do not think there is any man who wants to take charity when there is work to be done.

So if the Government is not in a position to assist materially in taking care of the unemployed this winter where work can be carried on, I can assure you that as far as the western provinces is concerned, the municipalities are not in such a position. What is going to become of the large immigration that is coming into the West this year. They are a fine class of men that have come in, but some of them may not be able to speak the English language. We have not the wherewithal to provide for them. Our own citizens must come first.

I am not here to speak for the Provincial Government of British Columbia, but that Government may be in a position to carry on a certain amount of work in connection with the all-Canadian highway. If the Dominion Government could subsidize the Provincial Government to a certain extent in connection with the building of that all-Canadian route through the Hope mountains, it might take care of a lot of single men in British Columbia. Work of that nature can be carried on there in winter just as economically, I think, as it can in the summer.

So far as the Pacific coast and the province of British Columbia are concerned, being perhaps the only representative from there, and being instructed by practically all the municipal councils around there, I want to assure you that we are not in a position to take care of any unemployment outside of our regular citizens, and if those strangers within our

gates are to be looked after this winter it devolves upon the powers that be, who brought them to our country, to feed them when they are hungry.

Mayor HILTZ (Toronto): I do not want to take more than perhaps five minutes just now in connection with this matter, but it does seem to me that unless we proceed in some definite way we are apt to drift—to spend a good deal of time aimlessly. As I see it, there are three parts to this question: one is the extent of unemployment; another is the share of the various governments in connection with this relief; and then, thirdly, the method by which it is to be done.

I do not know that we need to discuss the question of unemployment as to its existence. We are here for the purpose of considering the unemployment problem. If you were living in Toronto you would not need to be told that the problem exists; and I am informed that other municipalities are in just the same situation. So it exists, and exists to an unusual degree.

The relief of unemployment has in the last analysis have to be solved by the three governments—the federal, the provincial, and the municipal. To what extent should each give relief? Well, it seems to me that if the unemployment situation is country-wide the first responsibility ought to be on the Federal Government. If we have unemployment in the city of Toronto we do not say to certain sections, "You have to look after this." We take it as a unit for the city of Toronto; and every other municipality could do the same thing. So primarily the Federal Government should have the first hand in this.

Then, secondly, as I see it, the Provincial Government should have a hand in it, and lastly the municipal government.

Then I think that if there is any responsibility in connection with the unemployment we ought to consider also where the responsibility lies. If it is true that the Federal Government have been bringing immigrants out here and there is nothing for them to do when they get here, then it seems to me they have aggravated the situation and the responsibility is theirs to that extent. If it is true that the Provincial Government have done likewise, they are to blame. Men have been brought out presumably for the purpose of going on the farms. As someone has stated, they have said they wanted to go on the farm, but have said it simply for the purpose of getting here, and after they got here they went where they liked. If in that respect the Provincial Government have aggravated the situation, the responsibility is theirs.

And, by way of digression, if it is true that the Canadian Pacific Railway have notices up at Wembley that there is plenty of work here in Canada for men, and if in Montreal they have notices up that they have no work for men, then it seems to me there is a share of responsibility on the Canadian Pacific Railway. Whether it is their thought to get a lot of men out and because of the unemployment situation to get cheap labour, or not, I do not know. They know perhaps better than I.

But there is a reason for the unemployment beyond that of the natural situation.

Now, why should the municipalities be told, "You have the people there and you must not let them starve"? That would be, as I see it, a rather mean way for either the Provincial or the Federal Government to take advantage of the municipality, and I do not think they expect that to be done. The unemployment will always be with us to some extent, just as the poor will always be with us, through the thriftlessness of the employee or because of the selfishness of the employer, or for some other reason. The existence of unemployment is a matter of degree. I think we ought to approach this from two angles. What the Minister of Public Works has said, and what others have told us, is not new to us. It is no new discovery. We have not perhaps worked as hard at the job as we ought to have done. I think we all agree with what has been said as to the changing of work from the summer months to the winter, and we ought to emphasize it more and give it more statesmanlike expression. It is true that the work ought to be evened up. But that is a matter of education, and that is a matter for the Federal Government and perhaps the Provincial. Then the municipal will have to take the leadership and we can get private corporations to follow. If we apply that principle this winter, it will help to some extent. It will help more if we apply it to the winter of 1925 and the winters that are to follow. But after we do that, we have, as I see, only touched the unemployment situation for the coming winter. I am rather hopeful that after this winter is by, the unemployment will not be so great for the next few years; but that remains to be seen. I think we are all agreed that the unemployment situation this winter is going to be very very serious. What the Honourable Mr. King has said ought to be applied, and it ought to be applied all down the line as far as possible. For this coming year, and I know the city of Toronto is going to apply it to the farthest possible extent. But then, over and above that, how are we going to relieve the situation?

In my view, in order to save time and to get somewhere, we ought to have an understanding with you and with ourselves as to the degree or extent to which the Federal Government and the Provincial Government and the municipal government should solve this question for the coming winter. If the Federal Government should say—I do not expect that they will say, but should they say they have nothing to do with it, then we shall have to approach the question from that standpoint. If the Provincial Government say they have nothing to do with it, then we have to approach it from that standpoint. I think we ought to decide first to what extent each government is going to help out in the relief. If we do not, how are we going to get anywhere? Are the municipalities to solve 100 per cent of it?

I am here representing the city of Toronto. The city of Toronto expects to have to do more than its usual share during the winter, but in order to know how to do it we want to know first the extent to which we shall have to do it, and I think that representatives of the Federal Government—you yourself, Mr. Chairman—ought to give us some inkling as to what is in your mind with reference to the help to be expected from the Federal Government; and then, as we have several premiers or officials representing the provinces, I think they should tell us whether they feel they have any responsibility or not. After they have spoken, those representing the municipalities will have their say. That is my view, Mr. Chairman.

Mayor JUTTEN (Hamilton): Representing, as I do the city of Hamilton, and having listened to the remarks of previous speakers, I would like to say that the policy of keeping work till the winter months has been carried out by us during the last three or four years. We have been doing as has been suggested here, and we find ourselves to-day in a worse position than a year ago. We find the unemployment is greater. We have done in the old portion of the city all the work that it was possible to do, and now we have to find work for the unemployed in the district where those workmen live. I agree with Mayor Hiltz of Toronto. We do not feel that we should be called on to pay the whole cost. The Governments will have to come to our rescue in some way. During the last three years we have spent, in round figures, two and a quarter millions of dollars each year through our Public Works Department. That has been largely carried on as a debt, and we must get some assistance. We do not ask you to pay any portion of the cost of our public works, but I want to make a sug-

gestion. As you are aware, we are a manufacturing centre, dependent entirely on manufacturing. And may I say in passing that it occurred to me while listening to the remarks of the representative of the Canadian National Railways that they might have shown a little better Canadian spirit if they had placed the orders for their cars in Canada. I remember quite well that the National Steel Car Corporation, of Hamilton, called on me to ask that they be given some consideration, and that an order for cars be given. I think it was late last year or early this year that an order went to the other side. That is not a very good spirit. Now, the National Steel Car Corporation have invested several millions of dollars, and they employ upwards of a thousand hands. To-day their doors are closed; practically nobody is working. Such is the position in which we in Hamilton find ourselves to-day, and, as Mayor Hiltz has said, I think the Government should give us some idea of what they are ready to do. We in Hamilton are prepared to proceed with public works that will not be required for four or five years to come, but unless we get assistance from the Government we cannot do it, because we do not feel that it would be fair to have those works undertaken down in the working men's district if under the local improvement we had to charge them up to the men who are now out of employment—in other words, to make the unemployed pay for the work that is to be done this coming winter.

We also find ourselves in this position, Mr. Chairman, that our population has increased during the year by about 1,300, while, as we know, hundreds of our citizens have gone across the border. So we are either getting the floating population from other centres or we are having immigration. That is making it all the harder for us to carry on. We also find that through our Relief Department we are to-day in a much worse condition than we were in a year ago at this time. I could cite you figures to show that we are spending more money to-day in trying to help the unemployed and we have more unemployment to-day than we have had for several years past.

I think it would make it a good deal easier if the Government would intimate just what they were prepared to do. I was in hopes that when the Minister of Public Works was on his feet he would be able to outline the Government's policy as to what work they were going to undertake and what assistance they would give the municipalities. If the Government is prepared to furnish the money to the city of Hamilton for the next four or

five years free of interest, we are prepared to undertake the work to give employment to the unemployed, but, as I said before, we do not feel justified in making the unemployed pay the cost of the work that is done in order to make work for the unemployed. It is hardly fair and cannot be expected. Though many of those public works could be put off for four or five years without any harm to the city of Hamilton, yet we would be perfectly willing to take them on if the Government sees fit to assist us financially. It must be remembered, too, Mr. Chairman, that the manufacturers in the city of Hamilton have to compete with smaller cities, and you cannot commence to manufacture in a large centre as cheaply as you can in a smaller place.

Hon. Mr. MURDOCK: If there are no objections we will now adjourn for lunch until 2.30.

The conference adjourned until this afternoon at 2.30 o'clock.

AFTERNOON SESSION

The conference resumed at 2.30 p.m.

Hon. Mr. MURDOCK: Ladies and gentlemen, we will proceed. The conference is yours and the chair is waiting for suggestions or instructions. I felt, right from the first time that this conference was proposed, that it would be altogether improper for the Federal Government, or for myself as Minister of Labour, to appear to set out some cut and dried plan for the conference to follow. It seemed to the Government that the proper thing to do was to bring together those most interested in this question that we are discussing and let the conference arrange the order of procedure; and the chair is entirely in the hands of the conference for that purpose.

Mayor BLATCHFORD (Edmonton, Alberta): Mr. Chairman, I agree with you. In view of the fact that you have heard from British Columbia, Manitoba, Ontario and other provinces, of the Dominion, I think it is only right that you should hear from Alberta.

Speaking for the city of Edmonton, which, as you know, is situated on the fringe of the last great Northwest, at the gateway to the great northland and the Arctic Circle, I may say that we are in a more serious predicament than the average city of the Dominion of Canada. We have depending on us unemployed and sick trappers, traders, prospectors;

pioneer settlers who went into the Peace River country and have been slowly going "broke" on account of poor transportation. We have all those to deal with. Our hospital facilities are the largest on the American continent. In taking care of the sick people in that particular part of the country our civic hospital, which is operated by the city, is costing the citizens of Edmonton \$500 a day, not to mention what we donate to other hospitals. We have donated to charities in the neighbourhood of \$300,000 a year, and this year we have doled out to welfare boards \$42,000.

Now, it is impossible for us to continue on as a municipality in the way that matters are moving at the present time. When we go to the Provincial Government and ask them for assistance they say, "The Dominion Government has invaded our field; therefore we cannot assist you." And they then take advantage of our taxation field and collect to the tune of \$800,000 taxes in the city of Edmonton, of which we do not get one cent. I refer to the automobile tax, the supplementary revenue tax, the restaurant tax, the pool room tax, the liquor profits tax and all such taxes as those, amounting to \$800,000. And, rightly, they say when we go to them for help, "It is impossible, because the Dominion Government has invaded our field"; and I think the Dominion Government has invaded their field to a certain extent. You collect the income tax, and you collect two million dollars in cash off the province of Alberta from the natural resources; and I do not think, from my point of view, that you have done a great deal to further the interests of natural resources and provide capital for investment in them.

Now the time has come when something must be done, and if something is not done there will be a serious situation in the West. Every year we have a great influx of harvesters, sent in by the railroad company, very often two or three weeks ahead of the crop. They take off the crop, and then, naturally, the farmer has to let them go. A British scientist told us the other day that we should retain them the year round. That is impossible under the circumstances, because the western farmer is crucified by freight rates. Let me just give you an example of what the farmer in my district has to put up with regard to freight rates. When all is said and done, it simmers down to the question of unemployment. If you ask the manufacturers what they have to say about it, they will ask you, "Why does unemployment exist?" The same question applies to the

province from which I come. The farmer in my province has opened up the western grain route to the port of Vancouver, a distance of 700 miles. It is open all the year round. Until recently, when there has been a reduction of 10 per cent, the rate on wheat was 15 cents a bushel for the 700 mile haul. If you ship wheat east, the distance is 1,400 miles to the head of the lakes, just twice as far, and the rate is 15½ cents a bushel. The western rate is almost twice as high. And of late weeks we have had the Crownsnest Pass Agreement put back into effect, and it naturally puts us in the position that they have got us going, coming, and standing still. If the farmers could get lower freight rates and a square deal on the Crownsnest Pass Agreement they might be able to keep men the year round, but under the present circumstances that is impossible.

I think it is high time that the Dominion Government attempted to assist us in the West in some particular. The war lords and millionaires were made in the East; they were not made in the West; and yet when the eastern harvester goes west he wants to camp on the ground the whole year and we have to foot the bill. This winter we are bound to have a great influx of unemployed from the province of British Columbia. I was over British Columbia and I can back up what Mr. Owen, mayor of the city of Vancouver, says. There are ten men for every job. A little later on they are going to go back into the lumber camps, or logging camps, and as the work in the mountains runs out they gradually drift east, and the result will be that we shall be loaded and overloaded with the unemployed.

As far as the city of Edmonton is concerned, we are quite willing to try to take care of our own—the married men first and the single men next—but we cannot take care of outsiders. We have a little work in view. If it is passed by the Canadian National Railway Board to-morrow, we shall have a half-million-dollar subway to be built this winter. That will assist us greatly and will probably relieve the situation to such an extent that we can meet it; but at the present time, without some work in sight, we cannot do more than we are doing, and if we are going to be obliged to shoulder all the responsibility of looking after the Immigration Department's people, that are there now without work and without money, and also the harvesters who remain the year round, we shall be placed in a very embarrassing position and we absolutely cannot face it.

Controller TULLEY (Ottawa): Just before we adjourned for lunch you had already heard from several municipalities concerned

in this large question that is before the conference to-day. Personally I think that the ear of the whole conference should be given most particularly to the municipalities, for very obvious reasons, the chief one being that in the municipalities the Government is closer up to the constituents than it is in the larger spheres. We are, as it were, between the devil and the deep sea; and, without specifying as to the devil or the deep sea, I would like to point out that we have the taxpayer on the one hand saying, "There shall be no more rise in the tax rate, nor in the assessment," and on the other side we have the great unemployment problem forcing us, as it were—and, indeed, actually—to enter into works of all kinds, for which we have to raise public revenue in order to meet the cost.

In anything that I have to say in the next few minutes at my disposal I hope that I shall be understood by the conference. I am not particularly interested in winning you to my point of view. I am not particularly interested in changing your present point of view, but one thing I am particularly interested in is this. I understand what I am talking about, and it is my desire that you shall understand what I say, and that all together, as a conference, shall understand the problem that we are facing, so that it may be properly oriented before us and, with our reasons considered in their true calibre, we may meet the problem on a proper basis.

Now, what is the problem that we have to solve? It is simply this. Wherever there are men and women willing to work, and able to work, who are out of work simply because they cannot find jobs, there we have an unemployment problem. There apparently are not enough jobs to go around, and the only effective cure, of course, is to increase the jobs. We can do this in two different ways. One way is to reduce the number of unemployed—in other words, reduce the number of workers; and this brings home to us, I would say, the solution which has been offered several times on the floor here to-day, with regard to the question of immigration.

We have a number of workers in the country to-day. We have not enough jobs for them. Yet there is a policy being carried on, I am led to believe, whereby more workers are being thrust upon the market, as it were—(I do not like to put it on the basis of the "market", but we will use that language as it is used)—and we have to provide more jobs; which we cannot do.

We can reduce the number of employees or workers. That was done in history, as you know. In the Black Death, the plague, which swept the British Isles and Europe a few

centuries ago, many of the workers were wiped off, and the period which followed, we are told by historians, was a golden age. There was a golden age for agriculture in those countries. Owing to the fact that labour was scarce, wages went up, and everybody was happy and prosperous; from the standpoint of work, not with regard to the Plague.

Another illustration was in the late war, in which all the forces of the world were marshalled for the purpose of—what? Producing for the purpose of destruction. Everybody was at work. The fact of the matter is, as you know—I do not have to repeat this or recall it to your minds—wages went up. Of course the cost of living went up with them, but we were able to find employment for everybody because of that.

Nobody wishes the return of the Plague, nor does anyone wish the return of war, for the purpose of stimulating employment. So I would offer to you the suggestion, which has already been assented to in the discussion that has taken place, that we must do one thing: we must increase the number of jobs. This can be done in many different ways.

May I recall for you a little incident that occurred about twenty-three years ago in Wales, at a little place called Bethesda, where the people were engaged in the manufacture of slate, for the purpose perhaps of making roofing for houses. A little dispute arose between the men in that district and their employer, Lord Penrhyn, and the men went out on strike. Not only were these men unemployed, but the strike also threw out of employment the workers on the railway which carried the slate from Bethesda to Port Penrhyn; it threw out of employment the office men who had been taking orders for slate; it threw out of employment the workers on the ships that carried slate from Port Penrhyn to all the rest of the British Isles. Industry was affected all the way through. A report came to hand afterwards which stated that there were clerks coming from Port Penrhyn and Bethesda to the city of London, and swelling the ranks of the unemployed there, and competing with the employed in that district, causing wages to be reduced, etc., and making the unemployment problem more acute.

Just at that time, when Lord Penrhyn found himself in that difficulty, he applied for a reduction in taxes and he was reduced from \$124,000, based on a production of 96,000 tons at \$1.24 a ton, to \$52,000 a year. That relieved the situation as far as he was concerned, and he was able to fight the labour influence more and continue the unemploy-

ment. Had the reverse taken place, had the authorities—the government and those who have the taxing power of the people at their disposal applied more taxation to this man's land, and also to other lands which were slate-producing, the owners would have been constrained to put their slate on the market and to create employment thereby.

Now I have something concrete, from the standpoint of the city of Ottawa, to offer to you here to-day. We are quite peculiarly situated, as you know. We have in our midst the Dominion Government. They are within the municipality of Ottawa, and, as the honourable chairman would tell you, we always have concrete suggestions to make to the Government with regard to unemployment. We have also the Provincial Government very close to us; and we have our municipal affairs. For what follows in my statement I am indebted to a small body of men who have been working for a number of months quietly, behind the scenes, in this city, on the question of how to handle the unemployment situation. They have developed very largely the suggestions which are to follow, recognizing as they do, and as I do myself, that there are two ways of dealing with this question. We can meet the question from the standpoint of palliatives—and that is practically what we are here for to-day, because the call which brought us here suggested that to us; or we can meet the question fundamentally. The fundamental aspect is for us to think over in our own minds later on, to see if we cannot come to some definite conclusion with regard to it.

Quite apart from the consideration of those radical economic changes necessary to eliminate unemployment completely, it is recognized that certain steps may be taken through co-operation to reduce the present distress to an appreciable degree. The various suggestions that we now tender are offered frankly as palliatives. These are regarded as steps toward a better perspective of the responsibilities of the state toward those who are unable to produce and save wealth.

The first suggestion is that steps be taken immediately to develop the facilities existing in the Employment Service of Canada, and to abolish private employment agencies.

That question is brought up because we have, as you know, an Order in Council passed by the Dominion Government creating employment services throughout Canada and explicitly providing for the unification of these, and providing for co-operation in all the municipalities and all the provinces concerned, with regard to the establishing of an effective employment service whereby the

unemployed in the country shall be registered and traced and indexed. That is, I think, something to which we should give our attention here to-day. The Employment Service of Canada was established in 1919 under the Employment Offices Co-ordination Act, with provision for joint maintenance by the Federal and Provincial Governments. There is now operated a chain of seventy-seven bureaux in the various provinces, manned by the Provincial Government, but with the direction of policy chiefly in the hands of the Federal Government. The cost of operation during the last fiscal year was \$467,300.24. You will note there, ladies and gentlemen, that the Federal Government do recognize their responsibility to a certain extent. During the last fiscal year the Employment Service dealt with 597,783 applications for employment and 545,517 vacancies, with placements of 468,815.

I interject this into the discussion simply for the purpose of pointing out that we have provision in the law of the country for an employment service, and I would warn you against the inexpediency of courting, as it were, or encouraging, the development of private agencies for employment, who operate against the employed to such an extent that great abuses occur. Just recently I had a conversation with a man who was employed for three or four months, and who said it took pretty nearly the whole of one month's salary to have himself established in that position through a private agency.

Suggestion No. 2: That steps be taken to encourage genuine co-ordination of the activities of the Employment Service and the Immigration Department.

I had placed in my hands yesterday, at the last moment, a letter from the advisory council of this city, exhorting the city council to instruct their representatives at this conference to see if we could not urge upon the Government to establish a uniform immigration policy throughout this country; and here we have suggestion No. 2, which I have just read to you and which recommends the co-ordination and co-operation of whatever policy is established with the work of the Employment Service of Canada. I will not occupy your time in developing that any further.

The third suggestion is that a survey be undertaken of the construction programmes of municipal, provincial and federal governments. It should be done now. That point was so elaborated on this morning that I am not going to discuss it in detail, but I want to say this. At our own city council within the

last few weeks I have asked for the early estimates of our city to be taken up. I find that I am obstructed by a provincial law, applying to the municipalities, under which it is stated that technically we have no authority to take estimates in advance; that we must take the estimates in the year in which we spend the money. Now, I am going to try and see if we cannot take ours in advance, because to-day we have had an example brought before us by the railway men. They do take their estimates well in advance, and consequently they are able to size up their expenditures; and I do not know, Mr. Chairman, how on earth the municipalities can ever size up, or prepare, or get in advance any idea with regard to, the distribution of their work as to winter work and summer work, if they have not well in advance some idea as to the expenditures they are going to make.

Suggestion No. 4 is that steps be taken to control the purchasing by Federal, Provincial and municipal governments so as to permit of a more uniform demand on the industries affected and thus equalize employment demands. This is one thing which has been brought to my attention by manufacturers repeatedly. Being closely connected with purchasing, as I am, within a branch of the Dominion Government here, perhaps I may be allowed to say that it has been suggested that we could very easily exhort the Provincial Governments, the Federal Government and municipalities to do the purchasing of their required equipment and supplies early in the fall, so as to prevent the rush of orders being placed, as they usually are, during the spring months.

Suggestion No. 5: That provision be made for a suburban housing programme in such a manner as to stimulate employment in the building trades and provide homes and supplementary income for workers in casual employment. I am not going to elaborate that too much because we have had certain experiences with regard to our housing problems in the municipalities so far, but if this were carried out perhaps it would stimulate the building industry, and if the building industry is stimulated every other industry in the city must necessarily be stimulated, because most of the things that are required from the shelves of our storekeepers find their way into the homes of the people.

It is suggested that the facilities for placement of handicapped men be substantially improved. One of the most harassing features of any unemployment situation is the plight of those so incapacitated, physically and mentally, as to be unable to face the

competition of the labour market. It has been found by experience that such men may be placed in occupations where the handicap of the disability is minimized. This enables the worker to retain his self-respect and gain in efficiency of output.

This is a question which has been faced by a Department of the Dominion Government in establishing soldiers and is being worked out more or less satisfactorily, but it is thrown in here as a suggestion that perhaps that branch of our work should receive a good deal of attention, so as to improve it considerably.

Suggestion No. 7: That preparation be made for the introduction of unemployment insurance. This is a question which has been thrust forward by the labour leaders of all countries, and it would be worthy of consideration even by this conference to-day.

Following these, I have placed down here some concrete suggestions which might come from our own city, first of all to the Dominion Government, and secondly to the Provincial Government.

I have already outlined the first one—a national policy on immigration. In co-ordination with the Employment Service of Canada it should be developed more fully.

I have also here a suggestion which was brought forward by the gentleman to my right, this morning, when he made a request that the Dominion Government should establish some sort of national currency system whereby money could be lent to communities without interest. This is a question that has caused a great deal of discussion, not so much here as in England. I notice that England to-day is just bristling with the money question. Every factory is being used there for discussion along that line, and every class of organization throughout the British Isles is intensely occupied at the present time in criticizing the present currency issue there, for the purpose and with the idea of bringing about a better method. Our cities to-day cannot go ahead if they must expect to have to meet constantly the interest charges that are being made. We are all in debt, every one of us. I am not going to tell you the debt of Ottawa to-day, but it is going up by leaps and bounds. We are unfortunate, in one way, in being near the seat of government, because we are always told our credit is good, and when credit is good there is a tendency amongst legislators to go and seek more credit.

The next thing, I would say, is for the Dominion Government, and they can do it, because this can always be done through the taxing power, which would be in their hands: loosen up the natural resources of the coun-

try through the power of taxation and see if we cannot stimulate industry by that method.

The next questions are chiefly of interest to us as a municipality, and we will await the suggestions of the Government, and if the occasion requires, they can be brought up later. I may say they pertain chiefly to improvements which can be made in the city of Ottawa as the capital. They have been prepared for more or less, and we think they should be utilized as means, within the city itself, of relieving the unemployment situation during times of stress.

One of the things that I will take occasion to urge upon the representatives of the Dominion Government here is their responsibility for meeting their grants to the capital city, as to which we have already made representations, which are lying dormant at the present time.

I was going to suggest something about the expenditure of \$160,000 that is made by the Ottawa Improvement Commission. It has been made outside the city's boundaries for some time. I would urge that some of that money be spent within the city.

As to the province, we have a number of things that can be done around the city of Ottawa. We have in this district many currents of water which would develop water-power, and the Provincial Government having followed the policy of hydro-electric development, there is no reason why they should not come into this part of the country and build dams and establish power systems, for the purpose of not only alleviating the unemployment situation by construction, but also assisting us in our tremendous problem of heating, with the excessive prices of fuels.

The Dominion Government, by systems of taxation, and the Provincial Governments in conjunction with them, could develop the policy of small holdings near the city boundaries, which we have not to-day, and which would undoubtedly relieve the unemployment situation, because you could take men who are unemployed and place them on these small holdings and say: "There, now. You can make your living. If you are industrious enough, and progressive enough, you can make a good deal more than your living. You can make enough to exchange for other wealth that you require."

Now, then, as to matters within our own city, I have here and can mention when the discussion calls for it some eighteen or twenty projects. We have made a survey of these, and they can be put into effect very shortly now, providing we can get some financial assistance. There was a time—a short while ago—when the Dominion Government did

materially assist the municipalities in relief work, if we may classify this work as relief work. I would suggest, concretely, that the Dominion Government could stimulate this conference in its discussions from now on for the rest of the day if they would come forward and assure us that they will give us some portion of the cost of relief work. The provincial governments could also give us some portion of the cost of the relief work, and the municipalities would very gladly meet the cost of the remainder. Thereby we should have co-operation among the three governments concerned and perhaps do a considerable amount of work which would materially assist in overcoming the unemployment problem.

I am not going to take any more of your time. I have outlined very briefly, though I would like to have gone into it more fully, wherein our duty lies in this matter, and I leave it with you. I join with the other municipalities who have already voiced their opinion with regard to this question, in stating that if we have a concrete proposition put before us we certainly must do our part. We cannot sit by and allow people within our boundaries to starve—that is certain; but we certainly do not want to have any policy developed which will bring men into our midst during the stress of unemployment and increase the problem. We have already spent our appropriation on social service work and have had to transfer funds to carry on that work up to date. We would much prefer to transfer funds to projects which we know should be done and as to which we could be assured of assistance from both the Dominion and Provincial Governments.

Mayor MURPHY (Halifax, N.S.): Perhaps like other delegates present here, Mr. Chairman, I have endeavoured during the recess to get clear the discussion of this morning. I understood that the purpose of this conference was primarily to discuss the assistance of unemployment during the coming winter; that is, unemployment of an abnormal nature. It is possible here, Mr. Chairman, by carefully chosen words to get on record what a man has in mind, and I sincerely trust that you, as the representative of the Federal Government, and those who represent Provincial Governments involved, will not mistake any words that I may utter. I wish to say that it is my judgment, with some experience in handling the unemployment in a small city in Nova Scotia, the city of Halifax, that during the past three years whatever study has been given this matter by either the Federal or the Provincial Government has been along lines to assure them of

as little financial responsibility as possible and to place on the shoulders of the municipality one hundred per cent of that to be done. Now, I take it that this conference to-day is for a frank, clean-cut discussion, first, to decide whether or not the present indications are that certain parts of Canada will have to deal with unemployment during the coming winter, and then to decide whether the problem will take such serious form as to justify you and the other members of your government in meeting it. I consider that every person who is present here to-day, whether he is representing the Federal Government, or a Provincial Government, or a municipality, is here simply as a trustee for a particular purpose, and that the problem is of such importance as to justify a recommendation on the part of whoever is entrusted to represent any of these various bodies, and that it should be the outcome of whatever facts are placed before this conference. I do not think it is good enough that the representatives of any one of the bodies involved, whether federal, provincial or municipal, should cloak themselves and say that because provision has not been made in their estimates, their books are closed and they have no responsibility. I think that when certain conditions confront any administrative body they have to make recommendations, just as we have to do in the municipality when our estimates were closed. They have to say, "This problem is of such a nature that it justifies our making special recommendations to provide for meeting and dealing with it properly," and I say that it is not to the credit of any public man that he endeavours to so work this out, by Order in Council or anything else, as to be able to say he has done a certain part, and yet does not carry that out honourably and faithfully. In the past couple of years, so far as our experience is concerned, I am prepared to say neither the Federal nor the Provincial Government have assumed their fair portion of the responsibility in dealing with unemployment.

I wish to compliment you, Mr. Chairman, on having widened the scope of representation at this convention, because, as has been said, the problem is one that comes more directly home to those who are trying to administer municipal affairs in this country than to men in wider fields, who come to mayors and councillors to take up the problems where widespread unemployment exists.

I do not intend to deal with anything of a petty, local nature, because I understand that immigration and other problems that have been touched on are ones that should not be

taken up at this particular conference, as they are questions of wide policy; but I take this opportunity of expressing my personal view that Canada should not permit itself to be made a dumping ground of any European country before its home problems are adjusted. If Canada is to be made a dumping ground, the particular country involved should undertake with this Government for a period of years that if conditions arise to make it necessary it will maintain the people it has sent here. If any large corporation, railway or other, who want to develop their western areas, undertake by misrepresentation or otherwise to bring people into this country, then they should be made responsible for their maintenance if the conditions they have placed before them to attract them here do not exist.

The last speaker made mention of the Federal Government giving financial aid to municipalities. My suggestion is that in the case of any municipality undertaking work of a permanent nature perhaps the Federal Government might undertake to finance them along lines similar to those of the Housing Act, whereby, at a reasonable rate of interest—five per cent, or something which justifies it to the country as a whole—they place certain moneys at the disposal of the municipalities for permanent, lasting work. I think that is a suggestion that might be entertained.

I think further that the question of temporary unemployment is one thing and abnormal unemployment is another thing. To my mind there are certain parts of Canada where, owing to conditions which they cannot very well control, the demand for labour varies at certain seasons. A suggestion was made this morning by the Minister of Public Works with regard to the spreading of the summer work. I do not know how other municipalities are situated, but in our city we start our season with perhaps four to five hundred men on street work. These men, or at least 75 per cent of them, year by year, look forward to the beginning of the season's work, which is on May 1st, when our appropriations for the year become available. It is a problem whether you can carry these men from the summer. They have to eke out an existence through the winter as best they can. We will say that in our city the appropriation for public works is a quarter of a million dollars. When that is exhausted your programme comes to an end and you have to do the best you can to tide over your winter months. If, on the other hand, you undertake to put these people on part-time and so extend your work, then instead of having one season to deal with, you have all the year round. My own judgment is

that when the labour situation is better studied and adjusted the various municipalities will find their way to work out that problem.

I take it, Mr. Chairman, that what you are concerned with to-day—and I do not hesitate to say that I accept in absolute sincerity your calling of this conference—is that in an honourable way we should decide on the extent of unemployment and what fair measure of responsibility should be assumed by the three bodies concerned, the federal, provincial and municipal. The arrangement of the past couple of years, whereby the Federal and provincial bodies would contribute one-third of the excess cost, to my mind, lends itself to very widespread abuse, and I feel it should be something of a more definite, clean-cut character. And I do not take any stock in any public man saying, "We have made certain appropriations." It is for you, Mr. Chairman—and I think the heavy part of the responsibility rests directly on you—to make whatever recommendation you think wise, and if it involved the appropriation of a special sum of money, no matter to what amount, to relieve the abnormal unemployment condition, I believe that this country would justify you and your Government in so providing. And I believe it would justify any premier of any province in this country. It should be only a matter of saying what is a fair and honourable proportion to bear, where after careful investigation it can be shown that an abnormal unemployment condition exists. The indications in our city to-day, are that we are going to have a condition perhaps parallel to that of last year. We struggled through last year and the year before without direct assistance from any individual body. It is a situation for which we are not entirely responsible. I think a fairer division of the load should be made than has been done in the past, and that we should have a clear understanding as to just what the respective authorities are prepared to do. I have read the Order in Council in existence; I have discussed it with our own premier, and corresponded with the department concerned here, but it was so cleverly worded that it would take some manipulation to drag the Federal authorities into any financial responsibility, and I do not think that should be the case.

Mayor S. J. FARMER (Winnipeg): The resolution which I read at the opening of the conference was not intended by me to be a contribution to the discussion; I was simply carrying out the instructions I received from the city council. I would like at this stage, seeing that we are now listening to representatives from the various municipalities, to

state briefly what the situation appears to be so far as Winnipeg is concerned. This conference was called to discuss principally the matter of seasonal labour, and certain suggestions have been made as to meeting the difficulties that arise out of the conditions of seasonal labour. So far as we are concerned in Winnipeg and Manitoba, there are perhaps two industries which involve the necessity of having casual labour, and which apparently at the present time, under present conditions call for the importation of men for a short season in the year.

We have, of course, agricultural requirements, and there are at the present time a number of minor discouraging features in connection with that, apart altogether from the general problem. These discouraging features, I think, could be largely removed if some improvement could be brought about, such as was suggested by Controller Tulley, in the Employment Bureau Service. For instance, last spring, when we were trying to persuade our single men to take whatever work was offering in the country and to work on the farms even if the wages were not very attractive, we found this a frequent complaint, that men would be sent out to the country, and when they got there would find the job which they had been sent out to take already filled; the farmer would take on some man in the neighbourhood. These men had perhaps very little money to take them out, and in some cases had to borrow the money to get to their jobs, and then when they got there and found the job filled had to tramp all the way back to Winnipeg and look for another job somewhere else. I have already referred to low wages and the short season. These are very discouraging features. You cannot expect a man to be satisfied with \$35 or \$40 a month and his board for three or four months and then take what chances he may for getting a living for the rest of the year. The man looks forward to the day some time or other when he can settle down in a home of his own and have more or less steady employment. The whole situation with regard to agricultural labour in Western Canada to-day is absolutely discouraging, and I think something should be done in the way of improving that if possible. I might refer in passing to the difficulty some of our men have in collecting their wages after three or four months work. Farmers are not too well off, as the Mayor of Edmonton has said, and sometimes they do not pay the wages after the man has worked; there seems to be room for improvement in that regard so far as the farmer himself is concerned.

There is another thing with regard to casual labour, when we come to the married man. No married man who has been working in the city for any length of time, or who has had a job which has kept him for some winters, can afford to pull up sticks and transport his wife and children and his few bits of furniture out to some country place for \$35 a month and board for himself, and take chances on having to move them all back to the city again as soon as farming operations are over. The conditions make the work impossible for a married man; wages are too low, and the work is of too temporary a nature. If you are going to put the farmer on a permanent basis something will have to be done which will enable the farmers to keep at least some of their men on the farm the year round.

I do not think I need stress, although I have heard it mentioned here, the question of immigration. I agree entirely with what has been said by previous speakers with regard to the indiscriminate immigration policy that seems to have been followed recently. A large number of these immigrants come into the country, and they are perhaps found work when they get here. In fact, our experience was that the Immigration Department in Winnipeg was very, very busy finding newcomers work on the farms, while our own citizens were unable to get anywhere near these jobs. Eventually a large proportion of these men drift back to the cities and accentuate the problem so far as the cities are concerned. The day I left Winnipeg, a few days ago, a large number of men who had come from Eastern Canada to Manitoba to assist in taking in the harvest there, and who arrived there some days before they were actually required, were looking for assistance in the city of Winnipeg. Our police department took charge of some of them and gave them lodgings; scores of them were sleeping on the river banks. That is not very encouraging so far as getting men to work on the farm is concerned. You have there a situation where thousands of men are required for work on the farm in the summer in Western Canada. No particular care is taken of them. They are left very largely to shift for themselves, and when the harvest is over they are simply thrown to one side and no one cares what becomes of them afterwards; they can shift for themselves.

Then in the winter we have another industry which employs this casual labour. We have our lumber camps, and the same discouraging features prevail with regard to them. Last winter we tried to get a number of single fellows who were out of work to go to these camps. Some went only to find that

too many men had already gone there, and they had to beat their way back to the city. A large number of them never got to the camps because the employers, and I suppose quite properly, insisted on having experienced men. The same thing applies to this class of work as to farm labour. It is no job at all for the married man. The wages and conditions are such that he cannot maintain himself and his family, and go a great many miles to the job, and then come back again in the spring to the city. In that connection I was informed as I left Winnipeg that we are likely to have more trouble next winter through the immigration of a large number of men from Scandinavian countries. Mayor Owen, of Vancouver, has already mentioned something that has cropped up in that connection. These men have been accustomed to working in lumber camps, and they are likely to displace to a large extent some of our own citizens who have hitherto found occupation in the lumber camps.

In order that the conference may be seized of the actual situation so far as casual labour is concerned, I want to give you, if I am not taking up too much time, certain figures which I have kept for my own information during the past eight months. When men find themselves in a city out of work and unable to get relief, if they have no friends from whom they can borrow and do not care to go to the Salvation Army home or to some other charitable institution, they find their way when they are absolutely up against it to the police station, where they ask for a night's lodging. The number of men who find their way to the police station is an index of the much larger number who are drifting into the city all the time looking for work. I asked the Chief of Police to furnish me with figures of those who had been sheltered in the police station this year. These men, I want the Conference to understand, are not what we usually class as vagrants, though a few of them may be. They are men who are drifting around the country, genuinely looking for work and unable to get it.

For the eight months from January to August, 1924, some 447 were given a night's lodging. A few of them were there more than one night, reducing the number to approximately 390. Of this number, 308 were classed as labourers, the rest being chiefly skilled artisans, with a few engaged in odd occupations of a different character. Of those 390, 154 gave their nationality as Canadian, 151 were of British nationality, either English, Irish, Scotch or Welsh, and 82 of other nationalities. By the way, I do not know whether I should interject a humorous note

into a discussion of this sort, but one of our officials in Winnipeg called our attention in a report to this peculiar fact, that the number of Scotchmen and Hebrews applying for assistance had largely increased, implying that even these thrifty people were getting into distressful circumstances.

Of these 390 men who had been sheltered at the police station, over 280 had been in Winnipeg only one week or less, and most of them had applied the day they came into the city; 30 had been in the city from one week to one month; 40 from one to six months, and only 33 of the 390 could be regarded as Winnipeg citizens by any stretch of the imagination, and yet Winnipeg had to give them all a night's lodging and something to eat until they got safely on their way again. Of the 390 men, 238 had been out of work one month and less; 90 had been out of work over one month and less than three months, and 58 had been out of work over three months. Most of them were single men; a few of them were married, and there were one or two women who also applied to us for assistance along that line.

I have given that information with a view to letting the conference know just what the situation is so far as Winnipeg is concerned. We are building up a large class of roving workers who have no particular job, no particular abiding place, no particular calling, and if anyone thinks that is a condition that is beneficial to the country or to the men themselves, then I beg to differ.

Now with regard to the proposal that has been made for providing some sort of work, let me say at the outset that I absolutely disagree with the suggestion that we should hold over summer work until the winter. I cannot see anything of value, or any common sense, to be perfectly frank, in putting a lot of men out of work in the summer in order that they may earn a living in the winter. Our experience in Winnipeg has been that when work has been scarce in the summer, and when men were only partially employed in the summer months they have come to us all the sooner in the winter for assistance. A lot of them are unable to pay their rent, and they start the winter with three or four months' rent overdue and the bailiff in sight. Furthermore, what the average worker in this country needs is a job all the year round, or most of the year. The standard rate of wages that is being paid to-day is not so high that a man can work for six months and earn enough to keep himself and his family in any degree of respectability over the other six months. We have had too much experience in Winnipeg in recent years with men who

have been only partially employed in the summer. The railroad companies have adopted a policy of periodical lay-offs, and I think I am correct when I say that the labouring men working for the railroad companies there last year, drawing the lowest wages, and of course needing regular work more than the men drawing higher salaries, received the princely sum of \$66 a month. That is not a decent wage on which to expect a married man to keep himself and his family and to bring up his children as they should be brought up in this country. So it does not seem to me that we can afford to stop work in the summer and hold it over until the winter. That is only shifting the period of our trouble, that is all. As a matter of fact, in Winnipeg this year we have had a problem of unemployment which has lasted all summer, and I am told the same situation exists in other cities; so if you have a problem of unemployment lasting all summer, with the possibility, as some representatives have said, that conditions will be worse this winter, how can you stand over work until the winter? The work is not in existence this summer that you could stand over, even if it were not too late to discuss that phase of the question. What is wanted, are practical suggestions for additional work over and above what is projected for the winter that is now upon us, so that we can give these idle men something to do immediately. The city of Winnipeg last winter experimented to some degree with one work, and I think the representatives here from other Canadian cities will agree with me when I say that the work that a municipality can do is very much limited in its scope. All that Winnipeg could find to do last winter was to lay some sewers that might have been laid this summer, and to put down a few water mains and things of that sort, and it cost us something like 32 per cent more doing it in the winter than in the summer. The excess cost of this work that we provided amounted to a good deal more than if we had given relief in kind, instead of providing work. Perhaps the figures I have just given are not quite correct, because they leave out of consideration one or two factors. There is also this to be said: There are these two factors, one a minor one, and the other a major one. When you provide work instead of relief, the cost cannot be calculated exactly in dollars and cents. There may be a few men who would rather take relief than work, but from my own experience in the last two years, I know that that percentage is very small, so far as our relief work is concerned; but there is the

fact, and it is a very important fact, that providing work helps to maintain the morale and self-respect of our people, which does certainly cannot do; in fact they have just the reverse effect. These things must enter into our calculations when we are figuring on the excess cost of winter work over summer work. That is about all the cities can do, and it is a kind of work that only men who have been accustomed to the most laborious kind of labour can do. You cannot put a man who has spent his life serving behind the counter in a retail store, or sitting on a stool in an office, or driving a rig, at work digging sewers in below zero weather with a pick and shovel. You have these men on your hands, and they simply cannot do that work. So we are almost down to looking to the provincial government and to the federal government for anything that may be undertaken in the way of public works.

I want to endorse the suggestion made by Mr. Tom Moore with regard to the appointment of some sort of a National Committee. I think that what we might do would be to have the municipalities and provincial governments undertake certain needed public works; not to satisfy immediate needs necessarily, but looking to the requirements of the next five or ten years, and the Federal Government might assist financially in promoting those works.

As Mr. Moore pointed out, they have a similar arrangement in Great Britain, and while we do not need to copy all they do over there, we can, I think, copy with advantage certain things that work out to the bettering of conditions. May I quote from a report which appeared in one of the British papers as to what is being done under their Unemployment Grants Committee. I came to this conference prepared to make a similar suggestion, and I am very glad indeed that the suggestion has been put forward by Mr. Moore. The report says:—

The variety of schemes assisted by the committee was great, and covered almost every form of municipal activity. Large generating stations and other forms of electricity development had been assisted at Salford, Preston, and Stepney; the construction of reservoirs and other extensions of water undertakings at Plymouth and Aberdeen had also come into the scope of the committee's operations. Extensive road works of an important character had received help, as, for example, the large arterial roads near Manchester and the construction of ring roads at Hull. The committee had also approved for grant large scheme of dock extension on the Mersey, the Clyde, at Bristol, Leith, and Aberdeen. They had also been able to facilitate the improvement of the navigation of the Trent by making grants towards lock and canal construction between Nottingham and Newark, and many large sewage disposal

works and sewerage improvement schemes had been aided. The committee point out that all these works were of marked public utility, and would be of material permanent benefit to the localities concerned.

In the matter of proposals for the winter of 1924-25 the report states:—

At the present date the committee have under consideration schemes of a total value of nearly £3,400,000, which may for the most part be regarded as works for the coming autumn and winter. In addition a number of the schemes approved during the year under review will continue throughout the winter, and some of the schemes already sanctioned will not begin until the autumn. As regards the new schemes, the committee have invited local authorities to submit further proposals, and a further circular has recently been issued. It is too early as yet to be able to form any close estimate of what volume of fresh proposals may be put forward in response to the Committee's invitation, but arrangements have been made for officers of the Committee to visit various parts of the country in order to assist local authorities in the initiation and formulation of schemes.

There is a very definite scheme for which the Imperial authorities accept the responsibility, and I would like to suggest that that ought to be the line of action that we should follow in this country; that the Federal Government, through some such committee as that, or through some department, should immediately get in touch with the provincial governments, and find out what work could be undertaken along that line, and arrange immediately for the necessary financing. Before leaving Winnipeg I was asked by the local representative of the Trades and Labour Council to suggest certain works that might be undertaken. The Minister of Public Works from Manitoba will remember that we bothered him considerably at the last session in connection with very much needed public institutions in Manitoba, and I have no doubt that a very much similar condition exists in other parts of the country. Our home for the aged and infirm needs an extension; our local municipal hospital is very badly in need of improved accommodation for the nurses; we badly need a highway opening between Emerson and Winnipeg, and there are number of other things along that line that could be undertaken immediately. I fail to see why even such a cautious and economical government as we have in Manitoba should fail to go ahead with such schemes as that if assured of assistance from the Dominion Government. It does seem to me that along this line, and along this line only, we can achieve any practical results from this conference. We cannot stop to hold over work from the summer to the winter, because the winter is upon us now and we want something to be done immediately to provide employment this winter, and in any event to hold over work

from the summer to the winter does not help very much because the average man requires work all the year round to provide himself and his family with a decent living. I think, Mr. Chairman, these are all the suggestions I wish to offer at the moment.

Hon. Mr. MURDOCK: You have spoken of the unemployment existing in Winnipeg. Would you just give us a word on this? To-day we are in receipt of a request for an additional 2,000 harvest workers for Manitoba. Would you tell us why that is?

Mayor FARMER: It may be that some of these men are now being sent forward, but it is undoubtedly true that a lot of them arrive in Winnipeg perhaps only a few days or a week before the farmers require them. I think it would help if the organization for getting these men direct to their work was speeded up. I do not know just how many men are required, but the facts are as stated by me, and perhaps it is due to a little weakness in the organization or in the system for placing these men direct in the place where they are required. I did not mean to intimate that at the present time we had more men than were required for harvest operations, but I am afraid that a good many of them who have gone out for the harvest will be back in the city looking for help before next winter is over.

Mr. TOM MOORE: I do not want it to be understood that the proposals I put forward were put forward by myself. They were put forward as the studied proposals of the labour representatives, and on behalf of the labour representatives.

Mayor WEBSTER (Calgary): Mr. Chairman, I have listened with a great deal of interest to the expressions of opinion by former speakers, and I am convinced from what they have said that the conditions we are facing in Calgary prevail in other parts of the Dominion. I am glad, Mr. Chairman, that you thought the conditions justified you in calling a conference of this kind, representing, as it does, so many different viewpoints and so many different parts of our Dominion. In your communication calling this gathering together, you asked that those representing the different organizations and governing bodies come prepared with a programme or to offer suggestions as to what can be done in their respective localities to relieve what is going to be a distressing condition this coming winter. I am here representing the city of Calgary, and by the way, the only other small city that has been mentioned to-day is Halifax; all the others that have been mentioned

have been larger cities. The city of Calgary has a programme, but being a small city, the programme is necessarily a small one, though it represents something tangible and practical.

I had hoped, Mr. Chairman, that in line with the invitation that was issued in your letter of July 24 and in your subsequent letter, we would have been favoured to-day with a statement from your colleague, Mr. King, as to what the Federal Government was prepared to do to relieve the situation. Unfortunately Mr. King has not given us the lead which I hoped he would do. It seems to have been left to the municipalities to give a lead as to what can be done to meet the situation. I detect a disposition, it seems to me, to narrow the line of action, and to throw the whole burden upon the municipalities, but I think that if this Conference is to bear fruit, we must bring home to the Federal Government a conviction of national responsibility. I naturally expected when Mr. King was invited to speak, to hear him give a statement of what the Dominion Government was prepared to do, but, unfortunately, that was not done. He intimated that we should go back to our respective municipalities, and consult with those in charge of different branches of the work of the municipalities, and impress upon them the necessity of leaving over till the winter works which would provide employment, such as the building of wharves, which, unfortunately, we cannot do in the province of Alberta, and that a great deal of good would result from that course. In Calgary we have not changed our programme for the coming winter; we have not changed the policy that has been in vogue there for some years past, with the exception that realizing the seriousness of the situation, we have laid out a slightly larger programme of public works for the coming winter than we did last winter or the winter before. I might say that these useful works are of such a nature that they can be done to the best advantage and more economically in the summer time, but we have seen fit to delay that work until the winter in order to give employment to those residents of Calgary who are going to need it. I might mention that during the past week the city has laid off a considerable number of men who had been employed on public works in the city, in order that they might assist in harvesting the crop in the western parts of Alberta. In that way these men will get the advantage of this work which is only of a temporary nature; they will assist in harvesting the crop, and public works will be conserved for the winter, after the harvesting is done.

Our programme is a very modest one. It embraces an expenditure of some \$75,000, principally in travelling roads within the city limits. We have also delayed the construction of some sewer works, which will involve an expenditure of another \$12,000 or \$15,000. We have other miscellaneous public works which we are going to do this winter, involving an expenditure of some \$7,000 or \$8,000, so I am here representing the city of Calgary to tell you in answer to your query that we are prepared to carry on public works this winter to the amount of some \$85,000. I may say that these are not provided for in our appropriations. If we were to do only the works that are provided for by appropriations authorized by the legislature, I am afraid I would not be able to lay that programme before you.

I am glad to know that the city of Calgary is not alone. We have had the same experience as the city of Halifax and other manufacturing cities, in that the burden of caring for the unemployed and of providing for services growing out of unemployment has fallen heavily on the municipalities. I have here a statement of the services that have been performed in this connection by the city of Calgary. These are services all arising out of unemployment, which the city has provided in addition to the regular work which has been done by the city during the winter, in order to provide work, because, as the Mayor of Halifax has said, we were face to face with conditions and we had to deal with them. You who live in the capital here are far removed from these conditions, and do not come in contact with them in the same direct way that those do who are charged with the administration of these works in the municipalities in the West, and I believe that is one of the reasons why you do not do your share in caring for the situation.

In 1916 the city of Calgary paid for a group of services all growing out of unemployment the sum of \$85,000. We reach the peak of these services in 1922, with an expenditure of \$377,000. We perform the same services at the present time at an expenditure of \$277,000. This, of course, represents a burden on the taxpayers for these services that we did not have to meet in 1916. In addition to that, we are endeavouring to the best of our ability to carry on other works in order to meet the situation as we will find it.

I might point out to the conference that it is the fixed policy of the city of Calgary that this relief work that will be given during the coming winter be restricted to married men with dependents and bona fide residents of the

city. We do not propose and we cannot afford to provide work for the single men, of whom the Mayor of Winnipeg has spoken. Neither can we undertake to provide relief in the form of doles for these men. We will do well if we can take care of the bona fide married men who are residents of our city. That is as far as we propose to go. I want to make it perfectly clear that we do not and cannot assume any responsibility beyond that, for the reason that we have not the financial means to do it. In my opinion the Federal and Provincial Governments, and particularly the Federal Government, should assume their fair share of the responsibility of maintaining these men. The cities cannot do it. We are already overburdened with taxation in our western cities. Over one-tenth of the taxes collected in the city of Calgary has gone towards unemployment relief and to provide for services growing out of unemployment. That, sir, is as far as we can go. We have not the taxing power that is exercised by the Dominion and the Provincial Governments. Our taxing source is confined practically to one field, and that is real estate, and we have taxed the people of the city of Calgary, and I think the same is true of Edmonton, to the extent that we have now some five or six million dollars of real estate on our hands. If we go much further in that direction we shall soon own all the real estate in the city and there will not be any money to pay the mayor's salary, which would be a calamity.

I might add that the city council of Calgary, and the citizens and the councils of many other western municipalities have asked me to make this statement, and they are all right behind the Winnipeg resolution. We feel that we have been asked to carry too big a burden in the past, and we feel that it is now up to a higher governing body to assume some responsibility.

Immigration has been referred to here. I might say that some of the expenditures included in the figures I mentioned were to provide for immigrants dumped in Calgary and left there without any means of support, and with no place to go. I have names with me that I could furnish to the conference, if necessary. Only last week a man with his wife and six children came to the Immigration Department in Calgary, with nothing to eat, and without a dollar in his pocket. They immediately applied to the Relief Department and became charges on the city from the moment they landed in Calgary. However, in my opinion, immigration is necessary, particularly in Western Canada. We have to have immigration, and we want immigrants who will stay on the land. As a matter of fact, there

is always a percentage of the immigrants who come to this country who will immediately drift to the cities, regardless of your inspection, and become in many cases charges on the municipality; in any event they go to swell the ranks of the unemployed.

We have in Calgary another institution, and I mention this just to show you that there are lax methods in connection with your immigration policy, which should be corrected, or otherwise the burden is going to grow heavier on the municipalities. We have in Calgary a number of inmates in our tubercular hospital, some from the United States, and some from the older countries. They are being maintained there at the expense of the city of Calgary, and I submit that they should never have been allowed to come into this country in the first place. If a person afflicted with tuberculosis is resident in the province for three months he becomes a charge on the municipality, and has to be maintained in this tubercular institution. The same is true of other institutions, which I could illustrate to you if necessary; so if it is necessary to continue your present immigration policy, and I say that immigration is necessary, particularly for Western Canada, stricter supervision should be had of the people who are being admitted into this country, particularly as to their health and their financial means to take care of themselves until they become settled, or else the Government should take care of them, instead of asking the municipality to do it.

And now I have given you Calgary's programme, I have told you what we are prepared to do, and what we are going to do regardless of the results of the deliberations of this conference. We are going to do this because we realize that there is a certain measure of responsibility upon the municipality to relieve unemployment and distress among their bona fide residents, but I want to make it plain that we do not accept any responsibility, and cannot be expected to accept any responsibility, for looking after any who may come to our city, and no matter whether they come there through the agency of the Dominion Immigration authorities or anyone else. We cannot assume responsibility for them because the taxpayers are already overburdened, and are carrying all the load they can carry. I therefore trust, Mr. Chairman, that before this conference adjourns, we will have something a little more concrete from the Minister of Public Works, at least, as to what the Dominion Government is prepared to do in the matter of providing a programme of work that has for its object the relieving to some extent of the unemployment situation this winter.

Mayor F. L. POTTS (St. John): Coming as I do, with the Mayor of Halifax, from the East, and after having listened with a great deal of attention to the last two speakers from the West, I have thought that it might be a very good thing if we attempted to discuss this question of relieving the unemployment situation from the point of view of a united Canada.

We have down in the East the same trouble that you have in the West and in other parts of Canada. We have unemployment, and I think possibly we will always have that. I was just thinking that if we could get the united efforts of the gentlemen who represent the cities in the West, together with the united efforts of the government that has invited us here to discuss this question, and all work together with a view to diverting the shipment of the grain of the west and other products through the ports of Halifax and St. John, we could take care of the unemployment ourselves. I think the Mayor of Halifax will perhaps agree with me in that. It would not cost you anything to do this that I know of. It would not cost the good representatives from the West anything to talk that over with their Boards of Trade and those who are shipping grain from the West. It would not hurt the Dominion Government. It is big enough to divert that trade through the ports that we have. You have in the whole Dominion but two ports where you can get in and out the whole year round, and it is a Godsend you have them. I do not know what would happen if you did not have them, and if I could appeal to my western friends, whom I think it is very nice to meet here to-day, to discuss the advisability of shipping through our ports, I think Mayor Murphy could promise with me that we would take care of the unemployed down there ourselves.

There is another thing that has appealed to me to-day. I do not think we patronize the industries we have in Canada enough. After the war we have just gone through, the most natural thing is to expect the price of living to come down, and the only way you can bring it down is to go out and dig the natural resources with which Providence has endowed this country. If the Government will assist in developing our natural resources, taking the raw material and assisting the manufacturer, it would provide employment for a great deal of labour in the country. There is no doubt we could improve conditions considerably if we made up our minds that we would buy Canadian goods, and there are lots of reasons why in a country like this, with ten millions of people, we should patronize our own manufacturers. Look at

our imports and exports, and the volume of goods that passes through American ports. If you will look at those figures you will see that you can solve the whole question of unemployment in the Dominion of Canada. The United States has found it necessary to charge, I think, \$18 a head to every Canadian who goes to the United States. I would suggest that the provincial governments put a tax on automobiles for the maintenance of roads, and if the Government will charge something like \$18 a head on those coming in, that could be used as a reserve fund for those who cannot take care of themselves. That would go a long way towards relieving the burden on the municipalities in the days to come.

I came here to see what might be done on the question of unemployment, but I certainly did expect that the key-note of this meeting would be a statement from the Minister of Public Works telling us what he was going to do to relieve the situation. If he only brought us here to tell us what we have to do in our own community, we knew that very well without coming here. We know the responsibility we have; we know there is unemployment, and I expected to receive information here as to what the Dominion Government was going to do so that I could go back home and say: "The Government has not asked us here just for the purpose of looking us over and telling us that we have unemployment and must take care of it, but for the purpose of telling us that it is going to carry on some great works in the different localities that need them, and which can be done during the winter months."

I do not think it out of place to say here to-day that in the magnificent city of St. John we have a station just like you have on the broad prairies, with God's sunlight above it, and rain coming down on a dark rainy night. There is a work that could go on this winter. Plans have been made for many years for building a station in the city of St. John, and I am speaking here for the people I represent.

As we all know, taxation is too high. There is not a city or town that I know of in the Dominion of Canada that is not crying out against the over burden of taxation and it all fall back on the man who owns a little property. As the last speaker said, his city owns about \$5,000,000 of the real estate in that city. There is no use in the city owning it, because when the city owns the rest of it, they will have nothing left on which to raise the money to pay their debt, and it simply means they will be worse off than before.

I think we should all realize that the Federal Government is the mother of the country, and the mother has a perfect right to take care of her offspring, as much as possible. The Provincial Government is a big brother. It has its share of obligations, and the municipalities have their share, too. The assertion has often been made: We will only take care of our own. What are you going to do with the thousands out of employment, strangers amongst us? Something has to be done, and if the Government would offer some assistance in the way of undertaking public works throughout the country or advancing money in the interests of the municipalities, I think the question might be solved to a great extent. I do not mean only the Federal Government, but provincial governments as well. If that went on, we could go away feeling that we had accomplished something here to-day, and it would be a great help, I think, in the situation that we may have to face this coming winter. To my mind the state of affairs is serious, and it is serious all over the country. It is not confined to any one place, for every speaker here to-day has told the same story of unemployment, and we are here to get an answer.

I have heard the suggestion of Mr. Tom Moore, and I am of the opinion that we should have an independent survey, one that had no political end in view—because that is the ruin of any country, political parties and political affiliations—of the manufacturing resources of this country and of our natural resources that might be developed. You can talk what you like; I say we have the greatest country on the face of the earth, but we are very lax in what we do to develop it and in assisting the manufactures of this country. You can live within yourselves. The great republic to the south, with 110 millions of people, was built up by what? They let the people come in, and they kept the tariff up so high that nobody else could get in their goods, and they built up their manufactures and became a great country. I know some authorities are not in favour of protection; perhaps I am because I believe it to be the only solution of the present problem. A very short time ago a gentleman from the West came into my office and said: "I have been eighteen years in the West. I belonged to St. John many years ago, and I am now a solicitor out in the West. I just came in here to tell you that we are going to have free trade there." "Did you come here just to tell me that?" I asked. "I am going to Ottawa to tell them, too," he said. The West may see things differently from the East, but that is not the question.

We should get together as men from all parts of Canada and have a survey made with a view to building up this great country of ours. We have the greatest country in the world, if we can get the men to build it up in the right way.

In conclusion, Mr. Chairman, I think it is the feeling of this meeting that you could hardly expect us as representatives called here to give something if we do not get something from the invitation that brought us here.

Hon. Mr. MURDOCK: Mayor Hiltz, of Toronto, sends me a note to ask if we would have any objection to hearing from Alderman Miller, of Toronto, who, I understand, has been chairman for some time of a committee in the city of Toronto that has been dealing with certain phases of the unemployment question.

Mr. BRUCE: I move that he be heard.

Alderman B. J. MILLER (Toronto): Mr. Chairman, when I came here this morning I had hoped that I might have the pleasure of just sitting back and listening. The city of Toronto at the first of this year decided to appoint a committee to investigate unemployment in the city with a view to relieving it and with a view to placing the responsibility, if there was any. This committee went into the question of unemployment in the city of Toronto very carefully, and secured all the reports they could get from the various employment bureaus. We found in Toronto that during the last three years during what is known as the danger period from December to March, about 1,000 men have been reporting per month to these bureaus. Of the 1,000 men, 60 per cent were legitimate residents and ratepayers; the other 40 per cent were known as transients, people who had come into Toronto during these months of the year from December to March. We felt the responsibility for looking after this 40 per cent of transients should be placed upon somebody else than our own legitimate ratepayers. This committee came to Ottawa and interviewed the Minister of Labour, and we tried to present some kind of a scheme to him whereby there might be a co-operative plan to relieve the situation. At that time the Minister of Labour suggested a conference, and this, ladies and gentlemen, I understand, is the conference he had in mind. Our committee is vitally interested in the work of this conference. After discovering the state of affairs in the city of Toronto we went to the provincial minister of labour, and he also felt very favourably towards a scheme which I shall outline as briefly as possible.

The scheme, in fact, is pretty much in line with what has been said by every member of this conference who has spoken to-day. While I have been sitting back here I have been hearing my scheme put forward by every member who has spoken, only perhaps a little disjointedly. The unemployment situation that we have, and which must be met, especially in regard to the transients, can only be met by a co-operative scheme between the municipalities and the governments together. We found that in this country of ours we were operating pretty much on an eight month basis, and of course we found that our unemployment was a result of that. Why cannot Canada as a whole, by some co-operative scheme, be a twelve months country instead of an eight months country? Some gentlemen have said here to-day that it cannot be so, that we cannot spread our work over a period of twelve months, that we cannot stop certain work in the summer and carry it on in the winter. We cannot ask private enterprise to do that, but we can ask our governments to consider carefully what works it can carry on during the winter months, and that it carry on as much as possible during that time. Then we come back to private enterprise. A great deal of work that is not now being done in the winter time could be done in the winter time, and at a cheap cost. I heard it stated here to-day that certain public works, some municipal works, could not be carried on in the winter time as cheaply as they could in the summer, but we have proven beyond a doubt by statistics that have been compiled that the works mentioned, such as sewer works, water mains, buildings and various construction work can be done just as cheaply during the winter months in our part of Canada at all events as it can in the summer.

In some instances sewer work can be carried on more cheaply. That is, deep sewer work can be carried on more cheaply in the winter time than it can be in the summer. There are all kinds of construction work. Of course you know the pioneers of our country did not worry about the winter, because the trees were there to cut down, and game was all around them, so that they could get food. Now in our large centres we must take care of ourselves by getting work, and work is the only thing that we can give the unemployed to prevent this unfortunate system of degradation which Canada is getting into to-day by spending public moneys on doles. In 1921 and '22 there were fifty-eight millions of the Dominion's money spent in handing out relief in Canada. That is a sad state of affairs. Toronto is spending a million dollars a year

in the same way. We must stop that. There is a means of doing so, and that is the co-operative scheme. The Federal Government should not try to "get out from under." Their responsibility is with the transient; there is no question of it. The municipality has a duty to take care of its residents and taxpayers. But herein we must have co-operation, and if we have it, there is no reason why we should not have in Canada a greater production. If we get a greater production it will solve the problem of the overhead. I believe the whole country is suffering from too much overhead, because of the fact that we are producing only eight months and we have the overhead for twelve months. That should be very seriously considered by this conference to-day. An overhead of twelve months, with practically a production period of eight months, is a serious matter. If we are going to make progress and become a great country, and make our citizens happy and contented, we must overcome that handicap.

To-day the situation in Toronto is serious from the unemployment standpoint, we admit, and yet just at present we cannot do any more than we are doing. I wish our mayor had told you what he might do. I have considered the question very carefully and I believe Toronto can probably do many things this winter to relieve her own residents and taxpayers, but she certainly should not have to care for the transient and some definite scheme should be devised in this conference whereby transients coming to large centres, as they always do, during this danger period from December until March, should be sent back to the communities from which they came, and at the expense of those communities. That is the only means that I can see of dealing with the transients and placing the responsibility where it rightly belongs.

Educating the private enterprise to carry on twelve months in the year, that is a big question. The Government cannot dictate to private enterprise, but it can surely give the lead to it, and I believe that the gentlemen assembled in this conference can realize very clearly how easily it can be done. I believe it was last year that the sum of \$300,000,000 was spent by the Government on public works. Of that amount \$145,000,000, I think, went to Ontario, and during the months of May, June, July, August and September there was something like eighty millions of that money being spent, and in January one million. This shows the frenzied rush of work that is carried on during the summer months by our governments; and even in our municipalities the same thing has happened, although Toronto,

it is claimed, has tried each year to carry over several works to relieve this condition of unemployment. We find these millions of dollars being spent each year, for which we are getting absolutely no return; and as long as we are spending public money each year without getting any value for it, so long must we have a greater overhead in this country. Our country cannot advance unless we get full value for every dollar spent, and I believe that is the keynote. Mr. Moore said that public works should be carried on whether we get value or not. I say no, absolutely not. Unless we get value for the money, we as public men cannot spend it, and that is my attitude in the city council of Toronto this year. I feel that we should have value for every dollar we spend, and that the ladies and gentlemen here will realize fully the importance of devising some comprehensive co-operative scheme whereby the Government shall take its responsibility, and the municipalities shall take theirs, and private enterprise shall readjust its work. I have just heard one gentleman, from Calgary, I think, say that he is laying off men in Calgary to-day in order to send them out to the harvest fields. That is the scheme. Then when they come back again for the winter time he may be ready to look after them. A little readjustment of that kind will be effective. The railways can do likewise. Manufacturing will be carried on if our public works go on for certain periods. The manufacturer will be looking forward to certain business that to-day he is struggling with during three or four months in the year to make his overhead for twelve months. Don't you see we cannot get the prices of our articles down, because the manufacturer must get the overhead for twelve months, and he must get his profits too? And the labourer, that is, the man who actually produces, is thrown out of work and left in want. Now, there is the danger point, and I think that every public man to-day is very much concerned over the condition that exists, and feels that something must be done to relieve the masses. We must legislate to-day for the masses, not the classes. The manufacturer must, as I say, get the price of his article to cover his overhead for twelve months and also his profits, but the man who produces, that is, the labourer or workman, gets only the work during the period of eight months or less.

Here is another thought. We dealt with labour in Toronto. We brought the representatives of unions into our committee and we said to the bricklayers: "How do you arrange your wages at the first of the season?"

Their representative said: "Heretofore we have figured on a six-months period." "You want \$1.25 an hour?" He said, "Yes." I said: "You figure that you can carry on for twelve months if you get six months' work at \$1.25 an hour?" He said, "Yes." I said: "If you got ten months' work what would be your rate?" He said: "Now we would consider that at something around 80 cents."

We have labour represented here to-day; we have the manufacturers; we have the municipal authorities and the governments of our country, all together. Success was never gotten without sacrifice. Labour must give their share—must sacrifice as well as the other bodies concerned. If this conference is thinking this over very seriously and we all get together in one combined effort to adjust labour, to get bigger production with the same overhead, I am satisfied that Canada will be a greater and better country and we shall have a very happy and contented people.

Mr. JOHN W. BRUCE (Toronto): Mr. Chairman, ladies and gentlemen, from the continued recital of conditions as they exist throughout Canada to-day the first impression brings to your mind the seriousness of the problem that we are attempting to discuss. In coming here, though, it was not my intention to attempt to discuss it in an academic way. It is a great academic problem, but I think that we are merely skimming the surface and wasting time in discussing it from that standpoint. We have been brought from all over Canada to discuss the seriousness of the situation apparently coming in the winter, but you have already a serious situation existing and nobody has undertaken to accept any responsibility in the matter. I am going to say this—that there can be no responsibility placed upon the employers of labour. Nor can there be any responsibility placed upon the worker. The worker is willing and ready to work, and the employers, with the machinery of production that they have to-day, are willing and ready to give employment if they can find markets for their product. We know that the situation is an economic one, governed entirely by the condition that is existing in Europe, and until Europe is rehabilitated, what is the use of our skimming the surface if your Federal Government is not going to meet a crisis? In my judgment there is a crisis existing in Canada to-day that is going to call for the greatest minds and the best brains that we have in this country to attempt to meet it. When you were at war you called into the councils of the nation the best brains in this country. You did not care about political affiliations or anything of that

kind. You brought those men into the councils of the country in order that you might receive suggestions from them as to the best way of carrying on the war, and you declared that you were in the war to the last man and the last dollar, and that the war should be won. The war is over, and to-day you have on your hands a problem, in my judgment, worse than the problem of war.

Your own people to-day are starving. The mayor of Toronto has not told you of the number of men that are out of employment in that city at the present time. In my judgment—and I think I am conservative—there are at present about 10,000 out of employment there. As far as my own trade is concerned, if you ask me for two hundred plumbers and steamfitters I will give them to you inside twenty-four hours; and on top of that, during the last three years we have lost almost 1,400 members by migration to the United States; and I consider that the trade that I represent is a barometer of the conditions existing in all the building industry, and of course the building industry is a reflex of the conditions that are existing generally.

I am sorry that Hon. Mr. King has not outlined to this conference at least some responsibility that the Federal Government will take in this proposition. The Minister of Labour stated the truth when he said that the workers and the people generally look to the Government for some guidance and some authority to do something. Yes, I am looking to them now. I am looking to the Federal Government for some guidance and expecting them to accept authority and responsibility in this matter. You can only go to public authority in things of this kind. That is why I as a worker am not going to accept any responsibility in it. The situation is not of my making. It is not of the employers' making. It is an economic crisis. Therefore, to whom are you going to look? You are going to look to the supreme government of your country for some relief in the situation, and I claim now that some action should have been taken long ago to try to correct the conditions existing.

This unemployment problem is not a new one. The Minister of Labour says it is old. Ah, yes, but your unemployment conditions that existed previously were under what might be termed normal conditions, or when trade and industry were operating on a normal basis. To-day trade and industry are not operating on a normal basis. It is an absolutely abnormal condition and one that has to be met, and you have to attempt to meet it. You cannot tell me that the Canadian National Railway and the Canadian Pacific

Railway, in attempting to meet their operating expenses, are willingly and generously laying off their men—men who have had, some of them, as high as twenty years' seniority. Why, it is absolutely disrupting their service to-day. They are at their wits' end to try and meet the situation and they do not know what to do. Men who have given their lifetime to the railroad industry are to-day living in a state of uncertainty. Men are being laid off to-day. Men are receiving notices now that after the 18th of this month there is to be a lay-off until the 1st of October. Is it not a regrettable thing that notwithstanding the amount of power that is necessary on the railroads, covering six thousand miles of territory, and notwithstanding the amount of construction work that has to be continued and be maintained, they have to disrupt all their organization in an attempt to meet operating expenses? I think it is a crime, and I think that the Government of this country should jump into the situation and take control of it and at least bring about a condition in which these men can be assured of at least a living.

As far as the problem of seasonal occupations is concerned, you may put that out of your mind. Here is a group of men who will tell you how to build, and build effectively and efficiently, if you want to build in the winter-time, and you will lose no money by building then. These men have equipment, millions of dollars worth of equipment, lying idle. We have been wrestling for years with this problem of seasonal occupations and seasonal building. That has been settled long ago. You have evidences of it right here on the Hill—right in this very building that you are in. It took two years to construct, and construction was carried on during periods of hard winter weather. And there are many similar instances right across this continent. So that thing can be dispelled from your mind.

And if there is to be any particular loss, that loss should be, in my judgment, accepted by what might be termed governmental authority—if there is to be any particular loss; but there will be no loss. I will guarantee that you can get figures that will satisfy you, showing that construction works of this nature can be carried on if you want to carry them on. When you survey the horizon you see a peculiar situation. I can take you from Halifax to Vancouver and show it to you, and if Hon. Mr. King does not know what to do, and if he will give me twenty-five million dollars and this group of gentlemen here, I will tell him where it can be spent to good advantage and he can get efficient ser-

vice and satisfaction for his money, right here in the Dominion of Canada. There is not a town or city that is not in need at the present time of some proper accommodation for some departments of government and for the proper carrying on of the commercial and industrial life of this country. I am not going to accuse these gentlemen, but a great deal of such work has been done in the past possibly for political purposes. Mayor Webster can tell you of a fine ditch, a hole in the ground, right in the centre of his city, with nothing adorning it only a fence, where there could be a lovely public building to-day. And that is not the only instance. You can go down to Halifax and see the makeshift of a station down at the Canadian National depot; and so on right across this continent you can find evidences of work needing to be done. And on top of that you find that there are various governments—and provincial governments possibly can be indicted as much as our Federal Government—paying out in rent as much as, or more than, what would pay the interest on the money to construct proper buildings. They have long leases on numbers of private buildings. These leases, in my judgment, should be written off and proper buildings put up. In that way they would have better accommodation than what they are getting, and they would still be able to meet the situation as far as finance is concerned.

If I got up here and said that Canadian credit is no good, you would all be on top of my neck in a minute. You tell me that the credit of Canada is good, and yet if I turn to the Government and say, "Spend twenty-five or thirty million dollars," they want to know where they are going to get the money. You can do it without the consent of Parliament. Well, I don't know—I may be wrong in my judgment—but when you get into a crisis I do not think that you have to wait for anyone. You have to get somebody to assume the responsibility, and I think that the Federal Executive, or the Federal Cabinet, should accept the responsibility at the present time, irrespective of Parliament. That is perhaps a broad statement to make, but that is how I feel on the situation. All of the things that arise out of this condition of unemployment are serious. You must remember that a large army of unemployed men become unemployable in time. England is learning that lesson to-day. England had to learn to study the conditions and try to lay down principles and formulae to meet the situation. You have heard the instance quoted by Mr. Farmer, and Mr. Moore has made reference to the conditions that they are attempting to meet in the Old Land. There,

in three years, they have met the situation to the extent of over £60,000,000, equal to \$300,000,000. If the people of the Old Country can go to the extent of expending \$300,000,000 in necessary public works, in an attempt to meet this situation, do you not think that we can try to do something of a like nature and that we shall not suffer a bit in the attempt?

Then again, even though you get the money, you still meet this situation. If you are going to put on only "necessary work", as you call it—and necessary relief work is generally perhaps the digging of a sewer, the laying of a roadway, or work of that character—you are not going to provide for the highly skilled man or the man who has generally worked at an indoor occupation. What are you going to do with him? You cannot turn him out into the bitter cold. And he is suffering just as badly as others to-day.

I do not know whether Mr. Grant MacNeil is sitting in at this conference, but if you care to get into touch with him, or if you care to get the evidence and data that are being put before that commission that is sitting in Toronto dealing with this question of the rehabilitation of soldiers, you will find what is, in my judgment, one of the most serious conditions that exist in the history of any country. You will find thousands of our disabled soldiers for whom it is impossible to obtain any employment at all—men who have given their all, and, many of them, given even their limbs, and who are suffering to-day, and who have no chance of getting any employment. You have to find some way of dealing with them.

In 1919 Brother Moore and myself were appointed on a commission that went through this country and made an exhaustive survey, or attempted to make an exhaustive survey, the findings of that commission were fundamental and stand to-day, five years after, still unchallenged. In them we called your attention to the serious condition that was creeping into this country and would continue to creep in as an aftermath of the war. We dealt with the problem of unemployment insurance, because we believed it to be a question of unemployment insurance. We felt that while we might be able to take care of some people by a certain amount of productive industry, it would be necessary to take care of all the others by a system of unemployment insurance. Nothing has been done with that. Those recommendations have been pigeon-holed, and now in face of the crisis we are asking ourselves what we can do.

There are only two things to do, as one gentleman said this morning. One is to find work; and if you can find work we do not want you to find relief in the way of doles. We want to give the people something to which they will feel they are justly entitled. Therefore the situation is one that has to be seriously considered, and I want to see the representatives of the Federal Government state definitely what they are prepared to do. If the Dominion Government are not prepared to accept any responsibility and lay down some plan for you to follow, then in my judgment the work of this conference is going to be abortive. That is a rather broad statement to make, but it is just as well to state the thing that is on your mind. If you are prepared, though, to spend money, if you are prepared to lay down any plan, I am ready and willing, with anyone else, to give you all the assistance I possibly can in putting the scheme into operation and proving its effectiveness and efficiency in relieving the situation. I am going to say this to you right now, after having studied the situation in Great Britain and in other countries: you cannot play with this problem. You cannot stand it off. It is an avalanche that is coming, and it must be met, and if you do not meet it in the right way, then there will be more serious consequences behind it. And I say to you now that you must meet it, and I hope that you do. The recital of these events, as I said at the start, is at least an indication of the seriousness of the problem that is now pressing upon every one of you.

Some of you have blamed immigration. In the past you have been told, and many of you have seen it, parrot-like, repeated in the press, that labour in this country opposed immigration. I refute that emphatically. We have never opposed immigration in so far as it brought to this country desirable citizens, people who could be absorbed into the social, economic and industrial life of Canada; but we have always opposed the indiscriminate immigration of individuals to this country for petty gain by any particular organization, and to-day you are reaping the consequences of it. We told you the consequences that would come because of these things, and we were laughed at. To-day the representatives of your various municipalities are telling you of the problem that they have upon their hands, and pointing out that these people cannot be absorbed on the land as they were told they could be absorbed, and now they are becoming a charge upon the community.

These are problems that have to be faced, and, while I want to see something come out

of this conference, and will do all that I possibly can, I think that before you go very much further you must get a declaration from the Federal Government of what they are prepared to do, and until then you cannot lay any plans for the future.

Mayor DUQUETTE (Montreal): Being probably the youngest mayor in the country. I thought that I should listen to the information brought out by the mayors of other municipalities with longer experience than I have. I have listened attentively this morning and this afternoon to what other speakers have said, and it seems to me that our problem ought to be divided into three points.

First, is the unemployment in the country increasing to a large extent?

Forming my opinion from what I have heard this morning and from the information that was given to me by the officers of the city of Montreal, I believe it must be admitted that it is. The information from the officers of Montreal is that for the last two years the situation has been practically normal. We have no exact figures in Montreal concerning unemployment, but we get the information from the Public Assistance Department, which is a barometer. It appears that since 1921, in which year we had more unemployment than at any other time in the last ten years, things have become practically normal; but lately unemployment seems to be increasing to a pretty large extent.

What is the cause? It is pretty hard to tell, but everyone who has spoken since this morning seems to be of the opinion that immigration has something to do with it. Whether or not the immigration is of the right quality, I am not in a position to say. It is not my idea, Mr. Chairman, that the door of Canada should be closed to the foreigner, but it seems to me that if the door must be kept open, we ought to scrutinize those who come in. Are those people who are coming in of the class that we need? This is, I think, a question to be considered by the Federal Government, not by the municipalities. In Montreal we do not import any foreigners—we have never called for them; but we notice that many come without being called, and if we look at our records in the Public Assistance Department we observe that the people whom we assist are to a large extent foreigners—people who seem to be under a false impression, who are not used to our climate or acquainted with our manner of living in this country. The Canadian and many others have learned by experience that we have to save during the

summer sufficient to provide for what we need in the winter. As a rule, people born in Canada understand that, and if they make a little more money in the summer time they economize sufficiently to prevent poverty during the winter. The question of winter employment is, in my opinion, a problem that is pretty hard to solve in this country. In the province of Quebec we have a winter which is a month, or a month and a half, longer than you have in other parts of the country, and we have to face that situation. During the summer we do all we can to improve our city. Last year the city spent over \$8,000,000 in public works. This year we shall exceed that amount considerably. We shall also endeavour to impress upon our people the desirability of building during the fall, so that the outside work can be done before the snow comes and the interior work can be finished during the winter. This policy, I think, can be practised by the Federal Government; it can be practised by the Provincial Government; and it will be practised by the city of Montreal. For this year we are to reconstruct our City Hall. We have done all we could during the spring, and we have lately awarded a contract amounting to \$1,000,000, which will begin in a few days and will keep a certain number of workers engaged during the winter. We consider that that work cannot be finished before the month of May or June of next year.

It seems to me that unemployment may come from some other source than the Immigration law. At any rate, whatever may be the cause, we must try to find some remedy. I believe that often a prescription is made up of different medicines. I would suggest that we should try by the best means possible to educate the newcomers to do as our old citizens do. I say that because the figures that I have got from our Public Assistance Department in the city of Montreal show that a large number of the people assisted are people who have been in the city for six months or less than a year. As a rule they come for help the first winter after their arrival in this country, and they come back again, though in smaller numbers, the next winter; consequently it seems, as I was saying a little while ago, that they do not practise the policy of the squirrel—they do not save enough during the summer time to protect themselves in the winter.

There may be some other remedies. As some speaker asked a little while ago, do we protect our industries to the degree that we should? Montreal is an industrial city, and I believe that if we develop industry in that city we shall also reduce the unemployment.

That is my opinion, and I think that the Government should try to do something from that point of view.

There is another question, which has been discussed in different circumstances. It is the question of the pulp industry. Do we give to that industry the consideration that we should give? Do the Federal Government or the Provincial Government? I really think the remedy should come from the Federal Government. We export pulpwood to a large extent, and if my information is correct it brings us about \$14 a ton. I am also informed that if this pulpwood were used in the paper industry in our own country it would produce about \$175 a ton. There is quite a difference, and I am wondering if it would not be a pretty good remedy to place an embargo on the export of pulpwood and try to keep that natural product for our own benefit and by that means give work to our workingmen and reduce to a certain extent the unemployment.

I am giving these few ideas, Mr. Chairman, that they may be taken into consideration. I feel sure that you did not call us here to-day without a desire to receive all the information that can be given, to take it into serious consideration and try to improve the unemployment situation; because, like many of the speakers, I believe that the body that should take the responsibility for the greater part of that work is the Federal Government. No doubt the Provincial Governments and the municipal governments should help; and in my case I am ready to help the Minister of Labour, the Minister of Public Works and the Government if they are disposed to take the matter into serious consideration, as suggested by previous speakers, and try to find the real remedy, or, if one remedy is not sufficient, try to find the various remedies. I really believe that if we work with the proper spirit, the spirit of friendship and brotherhood from one end of the country to the other, we ought to be able to solve the problem; and if in order to attain that result we have to limit immigration, it is a matter that should be considered with a view to protecting our own people in this country before extending too much protection to the foreigner. Thank you.

Mayor SAMSON (Quebec): I have not much to say, because we were invited only a few days ago and we really had not time to look into the matter of unemployment as it affects the city of Quebec, or to consider what is the cause of the unemployment. The greater number of our unemployed are people who have been engaged in our principal industry, the manufacture of

boots and shoes, which is now working about 25 to 50 per cent. We hear a good deal of talk about the difficulty of finding a market. It may be correct, or it may not. We really have not had time to look into the question. But one thing that can help in finding the employment which will be needed for the coming winter is the carrying out of the suggestion made by the Minister of Labour and the Minister of Public Works, that the municipalities should make a survey to see what work can be done. As for the Government, we in Quebec have been waiting a long time for the work at the port to be done, as it should be done. It would help the general trade of the country. If the Government will start that absolutely necessary work this winter it will greatly help the situation in the city of Quebec. The city is ready to do its utmost to help the unemployed this winter, but our difficulty is similar to that of other municipalities, as already mentioned. The city of Quebec, by its charter, is not allowed to borrow any money without going to the Government to ask for the proper authority. We did that last year, trying to relieve the unemployment, and I was threatened with being thrown out of my job by the Government; so we must be careful in this matter. However, we will do our utmost and ask the Provincial Government for the proper authority to get something to relieve unemployment.

Hon. Mr. MURDOCK: I am not sure as to what is the desire of the conference as to continuance of this session to any further great length. It may be that the conference would like to adjourn shortly, until to-morrow, and if that were the case, I would like on behalf of the Federal Government, just before adjournment, and so as to give all concerned something to think over during the night, to make a statement of the Federal Government's policy on the question of dealing with unemployment relief, or distress growing out of unemployment. I have noticed to-day a general unanimity on the part of speakers in indicating the view that the Federal Government is primarily responsible for dealing with this question, and I have not heard one speaker to-day who did not intimate his readiness, and the readiness of the city he represented, to permit the Federal Government wholeheartedly to take charge of the situation and proceed to deal with it.

That is not peculiar to this meeting. We have found generally throughout the length and breadth of Canada that the municipalities, large and small, look upon this matter of dealing with unemployment relief, or the

question of excess cost of winter construction or other work, as primarily one for the Federal Government.

If there are no objections and the conference thinks that we might reasonably adjourn in a short while, until, say, ten o'clock to-morrow morning, I would like to indicate by a carefully prepared statement the Federal Government's policy in regard to this matter.

Mr. MARTEL (Montreal): Do I understand that after your statement we are due to adjourn until to-morrow morning?

Hon. Mr. MURDOCK: I appreciate the fact, Mr. Martel, that this indication of the Federal Government's policy will not be taken with unanimous consent. I felt that our municipal friends particularly should have the benefit of this declaration before they participated further, as they may, in the discussions of this conference. There will probably be a desire on their part to think it over for a time before taking any action or stating their particular views, either pro or con, at to-morrow's session.

Mr. MARTEL: My purpose in rising a moment ago was to propose to this conference that we work to-night. None of us want to stay in Ottawa any longer than is necessary. We have a big job on our hands, and I understand the time is limited at least to this week. Therefore, if we want to give it our most serious consideration, though we need not work eight hours, we should work at night. There is no question of overtime or anything like that in this case, and I feel that everybody should work to-night. Therefore, Mr. Chairman, I move that when we adjourn this afternoon we stand adjourned until eight o'clock this evening.

Mayor HILTZ (Toronto): I second the motion. Unfortunately I have to go back to the city of Toronto to-night. The train leaves about eleven o'clock. I would like to hear as much of this discussion as possible. I believe that the delegates around here are not desirous of staying here any more than necessary. I do not know what is in your mind, but it does seem to me needless for us to go wandering around the city to-night, when we might just as well be here considering this matter.

Hon. Mr. MURDOCK: It has been moved by Mr. Martel and seconded by Mayor Hiltz of Toronto, that when we adjourn this session we are to meet again at eight o'clock to-night. Are there any remarks or objections?

Mayor MURPHY (Halifax): It seems to me, Mr. Chairman, that the representatives of the municipalities should have an opportunity

of studying the statement you intend to make, and of conferring with regard to it, before being asked to reassemble at eight o'clock this evening.

Hon. Mr. MURDOCK: If you will pardon a suggestion coming from the chairman, it is my opinion that as there has been an altogether unanimous claim on the part of provincial and municipal authorities—yes, and the representatives of labour, that certain phases of this question are matters that should be handled by the Federal Government, it might be desirable, if you want to work tonight at eight o'clock, for each of the groups—representatives of provincial governments, representatives of cities, large or small, and labour representatives—to have a conference among its own members to consider the declaration of the Federal Government that is to be made. I say that not for the purpose of getting away from a meeting to-night. Personally I would be glad to stay here. Under this roof, you know, we are entirely used to remaining until late hours at night.

Mr. MARTELL: Probably you gentlemen may need or may want to have a sort of get-together of each group. We do not. We are ready for the situation now.

Mayor HILTZ: Not knowing what you are going to read, Mr. Chairman, probably we had better hear that first, and then consider the question of adjournment.

Some MEMBERS: Carried.

Mr. FRED COOK (Secretary-Treasurer, Union of Canadian Municipalities): I have the views of about a dozen of the smaller cities of Canada. Before you make that statement, sir, perhaps I may be allowed two or three minutes to put these in.

Hon. Mr. MURDOCK: I think that is quite right. Mr. Cook, as Secretary of the Union of Canadian Municipalities, was going to be heard earlier in the day, but for some reason or other he was interrupted. I think that it would perhaps be advisable for us to hear him now.

Mr. COOK: I shall take up the time of the convention for only a few moments. The first letter I desire to read is from the Mayor of St. Catharines, Mr. Jacob Smith. I read it first because it bears on one point dealt with by Mr. Tom Moore in his interesting address this morning:—

The feeling of this municipality is that the Dominion Government and the Provincial Government should share in the unemployment situation, which is a national problem at the present time. We feel that the Governments should make the same offer that they made in 1921 and 1922, when the Municipalities

were helped to the extent of two-thirds of the relief issued caused through lack of employment.

St. Catharines is peculiarly situated in this respect, as we are near one of the large Government works, that is, the building of the Welland ship canal. If this work is not continued during the winter months a large number of these men will flock into this city for relief, and this is largely caused by the Governments' immigration policy, which has permitted an influx to our country. Now these people are here and work will have to be provided for them and Government work must be continued even if some bonus has to be paid by the Government to induce contractors and builders to continue work.

So far, this city has spent \$7,500 in relief that has been caused purely from unemployment. This is four times as great as the amount spent any other year, except in the years 1921 and 1922. This amount does not include the care of aged people or municipal cases that have to be taken care of, but just relief issued through unemployment, and is more than this Municipality can stand. There is every evidence that it is likely to increase, and we simply have got to have Government aid.

I sincerely hope that you will do everything in your power to put our views of the situation before the Minister of Labour, and that some tangible results will be obtained at your conference.

From Sault Ste. Marie, transmitted by Mr. C. W. McCrea, the City Treasurer:

Whereas the unemployment situation throughout Canada, being somewhat acute, requires careful and diligent consideration by the governing bodies, Dominion, provincial and municipal;

And whereas at the present time we are not looking for or expecting very rapid progress towards general improvement of the said situation;

And whereas owing to industrial inactivity in many centres, it would be inexpedient and in some cases impossible for municipalities to undertake construction work to the extent that it would materially relieve the present unemployment situation;

Now therefore be it resolved that the council of the corporation of the city of Sault Ste. Marie urge that the Parliament of the Dominion of Canada and the several provincial legislatures seriously consider the restriction of immigration for the present; and also in every way possible encourage capital for industrial development purposes.

We have natural resources of unheard of riches, unexplored territories known to be rich in all kinds of minerals, waterpowers awaiting development, forests of timber and millions of acres of fertile but uncultivated lands; all these things waiting for and inviting an influx of capital.

We believe that Canada requires more people, but first of all sufficient capital to develop our natural resources, then the immigration of men will automatically take place as a natural consequence.

We, therefore, are strongly of the opinion that immigrants without visible means of support should be refused permission to enter Canada until conditions warrant the presence of labour to a greater degree than the present day requirements seem to demand.

From Mayor McDonald of North Bay:

I have your letter of the 23rd instant with reference to Federal Conference on Unemployment to be held in your city commencing September 3.

Because of municipal work undertaken there has been practically no unemployment during this season. Our work, however, is getting pretty well completed and as soon as the lumber companies take what men they need we are going to find a certain amount of unemployment in this section.

Now, here is a suggestion from the Soo for our friend the representative of the Ontario Government:

The Ontario Government are completing surveys and engineering work in connection with trunk highway to be built to connect southern Ontario trunk roads with northern Ontario centres, going through Temagami, Latchford, Cobalt, Haileybury, etc. We were definitely promised that the work in connection with this road would commence during 1924 and we feel that a great deal of the work of cutting out and clearing the right-of-way could most economically be done during the winter. If this work is undertaken and carried through by the Ontario Government during this coming winter it would very materially assist against unemployment and possible distress in this section of the country

From Oshawa—this is signed by Mr. W. C. Smith, the City Engineer:—

I have been instructed to advise you of the views of the Oshawa city council on the matter of undertaking construction work this fall and winter to assist in relieving anticipated unemployment, due to industrial conditions prevailing which we hope will improve, but which we believe are liable to become more serious during the winter.

We have work, such as sewer-construction, which could be undertaken during the winter, but the conditions imposed by cold weather naturally increase the cost considerably. In addition to this added cost a very material extra cost results from the necessity of employing men unacquainted and inexperienced in the work and often really unfit for the occupation even under ideal conditions. Work on the Base Line trunk sewer, undertaken for similar reasons in the winter of 1921-22, cost \$24.95 per lineal foot as compared with \$11.60 per foot, which was found to be our actual cost to continue the work in the summer with our regular men. Last winter under similar circumstances we found the cost to be double that of summer construction with our regular forces.

In industrial cities like Oshawa bad industrial conditions promote distress amongst factory, bench or floor work hands and these men are willing to undertake totally different work to relieve their distress, but they cannot be expected to prove efficient even doing their best, and one can hardly expect their best efforts on work which is foreign and uncongenial to them, but forced on them by national or local depression.

Speaking candidly, we expect a rather serious situation may develop in Oshawa this winter, not as a result of local conditions, but as a result of conditions induced by a general industrial depression throughout Canada, and for which local conditions cannot offer adequate relief. We therefore, feel that it is the duty of the Federal Government to stand firmly behind the municipalities, particularly those of an industrial character, with the resources of the nation as a whole to relieve the anticipated distress amongst the unavoidably unemployed.

Probably not less than fifty per cent of the excess cost of any work undertaken to relieve the situation, irrespective of the nature of the work, should be borne by the Government. The City may be forced to undertake unnecessary work, but work which is desirable, and under such an arrangement the Municipality's share of the relief work would be fifty per cent of the excess cost of the work, plus the investment of capital in work which otherwise would not be done immediately, but which might be undertaken as desirable work for future needs. This appears to

put a rather heavy burden on the Municipality, but it must be recognized that they have a proper though burdensome obligation, as well as the Federal Government.

It might be well argued that the Provincial Governments also have an obligation in this matter which would warrant their participation in the further relief of the municipalities similar to the method employed in 1921-22.

I might say that we have already spent over \$100,000 more than our capital budget for the year in order to relieve the existing situation. This money has been expended on extended pavement and sidewalk programmes. This class of work employs a great number of men. Work which can be undertaken in cold weather, such as sewers, cannot offer employment to very many men on account of the nature of the work, forty men represents quite a large gang on sewer work such as a city the size of Oshawa can undertake, so that it would seem impossible to employ a large number of men in distress during serious depressions. This brings up the question of other methods of relief such as direct sustenance allowances, which is a question the Government should deal with at the present time and enunciate a policy relating thereto.

We are grateful for this opportunity of expressing our views on this important matter and trust that a method of co-operative relief may be evolved which will relieve the impending situation.

From the City Clerk of Galt, Mr. McCartney:—

While locally we are not interested in the question of promoting building and construction work during the winter, I am instructed to say that should the Federal or Provincial Governments undertake any large construction works, we would expect that our unemployed would receive due consideration.

There are two letters from Windsor, which do not deal particularly with the unemployment situation there except as to the manner in which it is handled in connection with all winter work conducted for the city. When men are required they are secured from the Employment Service of the Ontario Government, and if there be not sufficient work to keep them going steadily throughout the winter, they adopt the alternative plan.

In a letter from Mayor Mikel, of Belleville, he says:—

The Belleville harbour is under the jurisdiction of the Dominion Government. The junction of the Moira river with the bay of Quinte in the Belleville harbour produces about two springs out of five a great deal of damage to Belleville merchants and residents in the lower levels of the town. This results from the fact that the ice does not leave the Belleville harbour, where the water is more stationary than in the river, until about two weeks after the ice in the more rapidly moving river breaks up. A great volume of water rushes down from the river's sources, Big Marsh and Loon lake, jamming up the ice in the harbour so that it backs up into the residences and stores. It happens suddenly and does great damage. The Dominion Government could relieve this by placing dams at the above mentioned sources so that the water could be held back in the early spring and the ice and water in the river would pass down in such a manner as would permit their escape into the harbour without damage. The Government

would be justified in undertaking this work and in dredging out the mouth of the river where it enters the harbour. This would give employment that would be both useful and economical and would improve navigation, which is under the jurisdiction of the Dominion Government.

I have a letter from the Mayor of North Sydney, offering no suggestion as to what should be done to meet the unemployment situation, but expressing the hope that if anything can be done to relieve the problem, that section of the country will not be overlooked, and stating that action should be taken without delay.

I have a letter from Mayor Hardie, of Lethbridge, in which he makes reference to the situation in the West. I think perhaps I may be permitted to read this, because it bears out what Mayor Webster has so lucidly dealt with:—

The one important point here is the dispute between the cities and the Governments re the responsibility of maintaining transients out of work. Mr. Murdock, for the Dominion Government, maintains it is the cities' responsibility and the Provincial Government takes the same attitude so far as it is concerned, claiming that it is either the Dominion's responsibility or that of the cities.

All the cities in Alberta repudiate the responsibility, but are placed in the awkward position that sentiment and humanitarianism will not stand for letting people go hungry, and in the final analysis the cities have to do considerable towards relieving these people, although they had no part in their coming. All the cities of this Province are willing to do their very best for their own unemployed.

At the present time—

This is under date of August 27—

Our city is crowded with harvesters, and the situation is made particularly bad by the harvest being two weeks late this year.

And finally here is a telegram I have received from the Mayor of Preston, Ont.:—
Council strongly recommend that your association urge Government to give assistance to municipalities in providing municipal work for unemployed during coming winter.

Mrs. EDITH ROGERS, M. L. A. (Manitoba): The former speakers have mentioned a great deal about their provincial governments not doing anything in the matter of unemployment, and I am very proud to say that I represent the Province of Manitoba on the Unemployment Committee and they have always done their share in assisting in the relief of unemployment. I should like to tell you what we have been doing in Manitoba, and to say that we think you have not done your share towards helping us.

During the past four winters the Manitoba government has paid to the municipalities sums as follows: 1920-21, \$78,952.28; 1921-22, \$161,718.85; 1922-23, \$63,542.80; 1923-24, \$55,104. During the first of these two winters

the Federal Government assisted in dealing with the problem in Manitoba, but did not do so during the last two years. In the first two years we came to you for assistance because so many of the unemployed in Manitoba, 75 per cent, were returned soldiers, and we felt, as do all the representatives here to-day, that the care of the returned soldiers is really a federal matter. Our Government has not said what they will do this coming year. I have my own ideas on the subject, but the Minister of Public Works is here, and it is not for me to say. But I know this, that they have always assisted, and I hope will continue to do so. We have taken the best care we could of our people.

To-day in Manitoba the situation is deplorable. I am not at all sentimental about it because I am a woman, but really the conditions are most deplorable, and I was most surprised to hear the chairman say that there were still 2,000 men needed for the farms in Manitoba. I think myself, as others have said, that there ought to be more co-operation between the Employment Service of Canada, the Immigration Department and our people. I was told by a man just before I left, a man with four or five children, that he had been informed by the Employment Service of Canada that they did not need any farm help. I also know that a great many men who are unemployed in the city of Winnipeg are not fit to take work on the farm. For years they have been living on doles, and they are not physically fit for that sort of work. There are always complaints. People say these people will not work but one of the reasons, as I have stated before, is that they are not physically fit for this sort of work. Neither are they fit for winter work, and we have not found winter work practicable in Winnipeg. It costs so much more than giving doles.

The matter of the returned soldiers is a very, very serious one. Many of them when they came back, though disabled, did not need any pension, and a great many of them thought they could take up their old positions, but through lack of proper food and proper air, and unemployment, they are now getting to the stage where they ought to have a pension. That is a matter Mr. MacNeil can take up better than I can, although I know a great deal about the soldier question, and have a great deal to do with them all the time. If I spoke on as the others have spoken I should feel bound to agree absolutely with what Mr. Bruce, of Toronto, has said. The condition as it stands to-day is a very serious one. It is an economic condition, but apart from that it is a condition that is serious

from the point of view of socialism. The Hon. Mr. King said to-day that Canada was a grand country. So it is, and we are all very proud of Canada, but when we bring people out here as has been done in the last year or so, we create most terrible discontent, and I do not wonder at it. When people are told that this is a land of bounty, and they come out with that idea, and find themselves in less than a month without any work to do, and that our own good citizens who have lived for years and years in Manitoba have gone to the United States for work, and we cannot assimilate these newcomers, there is bound to be great discontent, and another thing, it is going to create a very bitter feeling in the Old Land. I am not against immigration at all, but I do not think this is the time to have immigrants coming out to this country. We must settle our own people first. We have been told that so far only two women have applied for work in Winnipeg. I am proud to think that the women have not had to apply, but now conditions are becoming so bad, that there is no work even for the women. Industries are closing down. It is no use talking about private industries. They would gladly go ahead if they could, but they cannot do it because everybody is hard up. I feel as every other member has felt that the situation is very, very serious, not only from the social standpoint, but from the standpoint of these people getting in deeper and deeper, and not being employed, there is danger, as some one has remarked, that in time they may become unemployable. I am sure that our government, though I think the minister ought to say so himself, will continue to do their share, and I want, in conclusion, to impress upon the Federal Government the necessity of giving us assistance at once, whatever it is you have in mind. It takes time to consult our municipal and provincial governments, and to-day there are thousands and thousands of starving people in the cities of Manitoba as well as in other places.

Hon. Mr. MURDOCK: I think we might now put the motion of Mr. Martel and Mr. Hiltz that when we adjourn, the conference will stand adjourned until eight o'clock this evening. Is there any objection, or any thought that the members of the different groups might want to get together to-night?

Mayor HILTZ (Toronto): I do not suppose it will take very much time to read the statement you propose reading, Mr. Chairman, after having heard it read, we can decide whether we want to meet in groups or annihilate you right away.

Hon. Mr. MURDOCK: I may say that this statement has been very carefully prepared, as a result of a consideration of the responsibilities of the Federal Government in dealing with the question of unemployment relief. The policy of the Dominion Government regarding unemployment relief may be stated as follows:—

The position of the present government in relation to unemployment relief was set out in a telegram dated December 22, 1922, which was addressed by the Minister of Labour to the Premiers of Manitoba and British Columbia, respectively. In this message it was stated that neither the present Government, nor, so as far as gathered from the records on file, the late administration had at any time contemplated that the Federal assistance which was granted to municipalities and in some cases to provinces on account of unorganized districts during the previous two years "should be regarded as a precedent for Federal participation in the responsibilities of the municipal and provincial authorities save under conditions comparable to those existing during the winters of 1920-1921 and 1921-1922, when, over the larger part of the Dominion unemployment existed on a wholly unprecedented scale." The situation existing throughout Canada at the close of 1922 was not regarded by the Federal authorities as one which justified action on their part in "assuming, at present, any portion of the obligations falling customarily to the municipal and provincial authorities."

From the time of Confederation down, the relief of any existing distress was attended to by the local authorities, and the British North America Act indeed provided that matters of property and civil rights were within the exclusive powers of the provincial legislatures. Apart from the foregoing, paragraph 7 of section 92 of the British North America Act includes among the subjects of exclusive provincial legislative jurisdiction the "establishment, maintenance and management of hospitals, asylums, charities and eleemosynary institutions in and for the province, other than marine hospitals."

In certain quarters it has been contended that the Dominion Government should contribute towards unemployment relief on the ground that the present conditions have grown out of Canada's part in the European war. Those who urge this view are, however, overlooking the financial burdens which are being borne by the Dominion growing out of our part in the war. The cost of the war on the Federal Government was about \$1,460,000,000 with no financial help from the provinces. The

annual interest charge on interest-bearing national debt had been increased through the war from \$14,687,797 in 1914, to \$136,007,667 in 1923. Expenditures totalling over \$111,000,000 have been incurred during the past four years by the Department of Soldiers' Civil Re-establishment. Up to the end of the last fiscal year \$94,733,548 has been disbursed by the Soldiers' Settlement Board on behalf of soldier settlers. The total liability for pensions increased from \$7,273,728 in 1918 to \$30,421,766 in 1923, and the total expenditures for pensions on account of the late war to the end of the last fiscal year amounted to \$151,751,591.

Repeated efforts have been made by at least some of the municipal representatives to attach some degree of responsibility to the Federal Government for assistance in providing relief from distress arising from unemployment. The Federal Government has hitherto been content to assert that such responsibility is primarily one that belongs to the provinces and municipalities. It appears to be assumed that some responsibility should devolve upon the Federal Government in the event of the burden of unemployment relief bearing heavily upon local authorities.

It is, of course, conceivable that such a large percentage of the people might be plunged into poverty, due to unemployment or other causes, that on humane grounds the Federal Government would be unable to do other than afford assistance. Since the winter of 1920-21, when the Federal-Provincial-Municipal scheme of unemployment relief was inaugurated, the opinion that responsibility for sharing the burden of unemployment relief attaches to the Federal Government has become deeply rooted and widespread. Local authorities no longer ask assistance as of grace, but as a matter of constitutional right.

Municipalities are in increasing numbers refusing to recognize liability for any save those who have been resident within their borders for some time. For those who, as it is claimed, do not belong to the municipality there is little indication of demand that the provinces should assume this liability. More and more the attitude is taken that these are the wards of the Federal Government, and the demand is made with increased insistence that the Federal Government must make provision for their maintenance.

It is possible that the Federal Government would not consider it to be the part of wisdom to assume the aggressive by instructing provincial governments as to their duties in this regard. It is suggested, however, that the Federal Government has perhaps been too content merely to state that such relief is the

responsibility of the provinces and municipalities. Chapter and verse should be quoted to sustain such position in order that the situation may be clarified, and that the people of Canada generally may be instructed as to where the constitutional liability legitimately lies.

The British North America Act clearly establishes responsibility for relief. The powers of Parliament include (page 16) "all matters not coming within the classes of subjects by this Act assigned exclusively to the legislatures of the provinces," in addition to matters coming within certain classes of subjects specifically enumerated in the Act. Among the list of subjects so set forth by the Act is the following: (page 17) "Quarantine and the Establishment and Maintenance of Marine Hospitals." This is the only subject set forth in the Act which in any degree relates to any form of relief provision, and obviously this is remote from unemployment relief.

On the other hand, among the subjects enumerated in the Act, as coming within the exclusive jurisdiction of the provinces is the following: (page 18) "the Establishment, Maintenance, and Management of Hospitals, Asylums, Charities, and Eleemosynary institutions in and for the Province, other than Marine Hospitals."

The placing of specific obligation for the maintenance of marine hospitals upon Parliament, and the equally specific exclusion of this duty from the provincial legislatures, together with the fact that responsibility for the maintenance and management of charities and eleemosynary institutions is exclusively assigned to provincial legislatures clearly establishes the claim of the Federal Government that unemployment relief is constitutionally the business of the provincial governments and the organizations which are created by the provincial governments, namely municipalities.

It may be objected that unemployment relief is not the activity of a charitable institution. Such an objection, however, begs the question. It is the clear intent of the Act that the responsibility for the relief of poverty, no matter from whatever cause it arises, devolves upon the provinces.

If it were found to be economically and humanely desirable that buildings should be erected and machinery set up for housing and caring for the unfortunate poor, the above quoted language of the Act would provide no opportunity for claim from the Federal Government, as of constitutional right. But the fact that it has been found much more advantageous, both on humane and economic grounds, to dispense relief in such form as to

ensure that the recipients would be able to maintain their own home life, in no degree affects responsibility. The form of relief administration may change, but it does not remove liability from the provincial legislatures or the bodies created and controlled by them.

The claim will undoubtedly be made that the Federal Government should be held responsible for the care of indigent immigrants. The British North America Act does not make any exception regarding any class of persons. With regard to authority respecting immigration, the Act reads as follows:

95. In each province the legislature may make laws in relation to Agriculture in the province; and it is hereby declared that the Parliament of Canada may from time to time make laws in relation to agriculture in all or any of the provinces, and to immigration into all or any of the provinces; and any law of the legislature of a province relative to agriculture or to immigration shall have effect in and for the province as long and as far only as it is not repugnant to any Act of the Parliament of Canada.

Apart from the question of principle involved, the local authorities are moreover the ones who are in the best position to ascertain the facts in relation to any unemployment which exists locally, and are also in the best position to administer the requisite relief.

If, indeed, the matter were one of other than financial assistance, the participation of the Dominion Government might be regarded as interference with provincial rights.

That, gentlemen, is the statement that the Federal Government desires to make to this meeting.

Mayor JOHN MURPHY (Halifax): May I ask if this policy that has been read to us is open to any modification as a result of the deliberations of this conference?

Hon. Mr. MURDOCK: As only one member of the Government, I could not answer that question. My colleague here, and I, could not say that the Federal Government would not change its declared policy on this question. I can, however, say, as our friend Mayor Farmer, of Winnipeg, and Mrs. Rogers know, that this has been in fact the policy of the Federal Government since 1922, and we have had the question under consideration on at least fifteen or twenty occasions.

Mayor MURPHY: Then as I understand it, the position of the Federal Government so far as any financial responsibility with regard to unemployment relief for the coming winter is concerned, is that they entirely relieve themselves of that responsibility, and say: Look to your Provincial Government. That is the direct effect of the policy.

Hon. Mr. MURDOCK: It is not a part of their responsibility.

Mayor MURPHY: And under the British North America Act, and under your constitution, the Federal Parliament has no responsibility? I do not quite see what good purpose can be served by coming to Ottawa to discuss this question with the Federal Government, if they knew beforehand they had no financial responsibility. The matter might just as well have been referred to the respective provincial governments. Notwithstanding any of these sections of the British North America Act, and I understand there are a number of them that are open to correction and modification, and at no far distant date you will see that taken up, I do not think it is dealing with the problem we have been called here to deal with to even talk of these various sections. I do not suppose the conditions that are confronting some parts of Canada to-day could ever have been anticipated at that time, and I certainly think that if this conference places before the Government any suggestion worthy of consideration, the responsibility should rest on those who are here representing the Government to make recommendations for the modification of that policy.

Mr. BRUCE: Is the declaration of policy that has been read, like the laws of the Medes and Persians, unalterable, subject to no change or modification whatever? Would the Government give ear to any suggestions coming from this body?

Hon. Mr. MURDOCK: I could not even give an indication of what the Federal Government might do. I may say, without divulging any secret, that I have been disappointed two or three times myself, and I do not know just what they might do, but I say frankly I do not think the Government will change that policy because it has been before them on so many occasions since the early winter of 1922.

Mayor HILTZ: I think there are a number of us who would like to make a few remarks, and perhaps the motion for adjournment could now be put and we can come back at eight o'clock.

Mayor JUTTEN: After listening to the statement that has been read, I take it to be a declaration by the Federal Government that they have no responsibility in this matter. Would you, sir, as Minister of Labour, tell me, as Mayor of Hamilton, that we should live strictly to the letter of the law and not go beyond it; that if our people are starving this winter, we should not exceed the law and let

them starve? We have no power under the statute to spend money that is not provided in our estimates, but would you tell us here that we have no right to stretch that law in order to give assistance to these people whom the Government has brought out here during the past year? There were not only two or three of them last winter, but many of them came into our city from the harvest fields that we had to take care of over the winter.

Hon. Mr. MURDOCK: I am sure you would not suggest that you should not do it. It has been regularly moved and seconded that we now adjourn until eight o'clock.

Mr. TOM MOORE: Is there anything in the British North America Act which places upon the Federal Government responsibility for law and good government in this country?

Hon. Mr. MURDOCK: Yes.

Mr. TOM MOORE: Would not that apply to relieving discontent by providing its citizens, either residents or those brought here by the Federal Government, with the opportunity to earn their living? Does not that connect itself up in any shape or form with the unemployment problem?

Hon. Mr. MURDOCK: There is the possibility it might be so connected.

Mayor FARMER: I want to ask a question respecting the motion. The motion is that we adjourn until eight o'clock. I would like to know whether or not when we re-assemble the representatives of the Federal Government are prepared to discuss with this conference the suggestion that has come from almost every speaker up until now, that the Federal Government should come forward themselves with assistance in the shape of public works to be undertaken? Is the Government prepared to discuss that question? If they are not, if they are washing their hands entirely of any responsibility in this whole matter, then so far as I am concerned, we might as well not adjourn, but disband right now.

Hon. Mr. MURDOCK: No, the Federal Government is not prepared, as it is represented here this evening, to discuss the question of whether or not this policy that has been read is subject to change. I am sure Mayor Farmer will appreciate that it was not for the purpose of dealing with this declaration of policy that this conference was called; that was not the purpose of the conference. The purpose of the conference was, if possible, to devise means whereby federal, provincial and municipal authorities could co-operate in a Canadian-wide scheme that

would give some encouragement, at least, to providing work in the winter months where practicable. I realize that Mayor Farmer says that cannot be done, and this policy would not of necessity have been announced had it not seemed as though every individual present representing a municipality was insistent upon declaring this to be the Federal Government's responsibility, and so it became necessary to declare what the Federal Government's policy was. I had hoped that this conference would have devised some Canadian-wide scheme of co-operation without the necessity of that declaration, but that seemed impossible.

Mayor FARMER: How can we devise any Canadian-wide policy when the Federal Government stands aside?

Hon. Mr. MURDOCK: The Federal Government does not stand to one side. The Federal Government stands prepared to do its full share along the lines that this conference was called upon to deal with.

Mayor HILTZ: There are a number of us who would like to make a few observations, and we have not the time now. I think we should adjourn until eight o'clock. It is quite possible that to-night may finish the conference.

At six o'clock the conference adjourned.

WEDNESDAY EVENING SITTING

The conference resumed at eight o'clock, with the Hon. James Murdock in the chair.

Hon. Mr. MURDOCK: The conference, gentlemen, is again in your hands.

Mayor OWEN: We have listened practically all day to representatives of municipal governments, while the gentlemen representing the provincial governments have had the pleasure of listening to us and getting our viewpoint. Personally I would like very much to hear from the other side now, to get the provincial viewpoint.

Hon. Dr. FORBES GODFREY: Well, Mr. Chairman, I admit that Ontario is the premier province of the Dominion. I think it is also admitted that industrially we are the most important province in this Confederation.

I have sat here to-day listening to the representatives of the municipalities, and other gentlemen. We should have the Premier of the province of Nova Scotia here to-night, but personally I would much prefer to get all the information I can before I say anything on behalf of the province of Ontario. I notice my friends over there representing

the Canadian Manufacturers' Association; I would like to hear from them. After all, they are the employers of labour, and we are all anxious to see employers and employees working harmoniously together; I think we are all anxious to see the very best done for the Dominion of Canada. I am here willing to learn. I have already received a great deal of information. Some of us may require reformation, and I am here for that purpose. Later on I may say something in connection with certain matters pertaining to the Government of the province of Ontario. I hope, Mr. Chairman, that you will accept my suggestion, and let the conference hear from these gentlemen who have piles of paper in front of them and are apparently loaded down with information. I do not intend to pass any buck.

Mr. J. R. SHAW (Canadian Manufacturers' Association): Mr. Chairman and gentlemen, I have before me the letter of Mr. Murdock and Mr. King, in which they say: "It is the desire that the conference be possessed of the fullest available information on the various aspects of the subject of unemployment in their respective localities, with advice or information as to the remedial steps which may be taken to remedy the situation," and in response to that invitation we are here.

The Canadian Manufacturers' Association, whose delegates we are, represent thousands of establishments and many thousands of employees in the Dominion of Canada from Cape Breton to Victoria. In all the discussion that has taken place up to date I have heard practically nothing as to what could be done for the artisan working in the factory. You would think there was nobody in this country but the casual manual labourer, who builds roads and constructs bridges out in the open. We are naturally interested in getting employment for the thousands of men and women who work in our various industries in this Dominion, and while there might be some reflex action and we might benefit ultimately in the event of certain public works or road improvements being gone on with, after all, those measures would be too temporary to take care of the employment situation as it exists in our factories here in Canada to-day. At the same time I do not want it to be understood that we stand in the way of anything and everything that can be done whereby a man or woman in Canada can earn an honest day's pay for an honest day's work, and I am here to say with my friend Mr. Moore that it is much preferable to give out work, even if it does cost a little more, to adopting a system of doles in the Dominion of Canada.

I am not an advocate of paternalism. I think we should not adopt paternal legislation if it can be avoided, and we should search every avenue before we commit ourselves to industrial paternalism.

Speaking on behalf of the manufacturers, I want to say that an article that I read in the *Ottawa Citizen* of the 2nd instant rather startled me, when I saw what this paper said Mr. Moore had given expression to. I have spoken to Mr. Moore, and I am quite convinced that the report in the paper does not fairly represent what he said. However, what has been published may be copied and broadcast throughout the Dominion, and I desire now to say that there is utterly no foundation in fact for it. The matter that I refer to is that certain employers were cutting down their works for the purpose of creating unemployment and reducing wages. Any person with an atom of common sense would know that no employer ever cuts down his works for any such purpose. The most expensive thing that the manufacturer can do is to shut down his factory. The factory has nothing to sell but production, and unless it is producing it is simply eaten alive by overhead. Therefore, every management strain every nerve within their power to secure orders, to get work to keep that factory going and employ labour, and the more they can employ it, the more goods they can turn out, the more successful the factory is. So it is far removed from any semblance of truth to say that the manufacturers shut down their factories for the purpose of creating unemployment and reducing wages.

After all, gentlemen, what we are here to do is to solve the question of unemployment. Now the real solution of unemployment is more jobs. That is the real solution, and the greatest source of jobs in Canada is Canadian industry. Canadian industry is capable of employing 700,000 employees, who, with their families, account for two millions of our population.

What is the chief cause of unemployment? It is by reason of the fact that our factories are by no means fully employed. Over one thousand of them have been shut down during the past two years, and a great number of those remaining are only running part time. The government statistics in regard to unemployment show that there are 10,000 less employed this month than there were in the previous month, and the line is descending. Even a ten per cent dislocation means 70,000 employees out of work.

In season and out of season the Canadian Manufacturers' Association has preached the doctrine of protecting Canadian industry—

Canada for the Canadians. The late government, influenced by what they believed was public opinion, reduced the tariff twice. The present government has continued the surgical operation, and to-day we find ourselves stranded high and dry with no work and no employment, and our artisans leaving this country and going to the United States as fast as trains can carry them. We manufacturers and employers of labour feel the matter very deeply. We feel it in our personal pride, that our factories are not running; we feel it in our pockets. Every day our capital is being depleted. Every day we are getting poorer and less able to meet the storm. It is a hard position for an employer to be in to have to shut down his works and meet his men on the streets and be asked, "When are you going to open up again?" We cannot answer the question when we are going to be able to open up again. We hope and hope that conditions will be better, that good crops or something else will do something to make matters better, but hope deferred maketh the heart sick. Now we are up against a condition. Differences of opinion apparently exist as to what is the proper fiscal and economic policy to adopt in the Dominion of Canada, and I suppose there always will be differences of opinion. In my opinion we are back to 1877 and 1878; we are just where we were then. We adopted a policy then by which Canada did make wonderful growth in the years following, a policy inaugurated by the late Sir John A. Macdonald and carried on by the late Sir Wilfrid Laurier. We have turned our faces back on the doctrines and policies that were preached by those two great Canadians, and we are going through the night of economic depression. I do not care where the chips may fall; let them fall where they may. The situation is so serious to-day that the men and women of Canada are face to face with the fact whether we are going to be able to carry on if the conditions as they now exist continue. The taxes that we are paying are high. Our resources to pay them are diminishing. The bankers are curtailing credit in view of the coming storm. It is becoming more and more difficult every day for the employers of labour to carry on. It may be that matters had reached such a crisis in this country that this conference may approve and recommend the expenditure of borrowed money, for it must be borrowed for the purpose of tiding us over the ensuing winter.

But there are other things that can be done and ought to be done to remedy the situation. I have in my hands a list of the factories in Canada that have closed down during the

past two years. They number 1,351, and are made up as follows:—

- 240 Food products,
- 24 Tobacco, cigars, etc.,
- 19 Fertilizers and fertilizer materials.
- 85 Oils, chemicals, drugs and industrial minerals.
- 43 Pulp, paper and printing.
- 271 Lumber and wood products exclusive of pulp and paper.
- 49 Furniture and musical instruments.
- 81 Building materials.
- 31 Agricultural implements and tools and equipments, tractors, etc.
- 18 Carriages and wagons.
- 172 Iron and steel and metal products and machinery.
- 13 Leather.
- 10 Leather products.
- 24 Footwear and findings.
- 6 Rubber goods.
- 23 Autos and equipment.
- 7 Toys.
- 6 Glass products.
- 156 Textiles and apparel.
- 73 Miscellaneous including brooms and brushes, tents and awnings, jewellery, corks, etc.

1,351

Hon. Mr. MURDOCK: Will you give us the names of these factories and their location?

Mr. SHAW: I shall be glad to supply that information. I have not got it here.

Hon. Mr. MURDOCK: I think we should have that, because that statement has been made before, and we have found from the Bureau of Statistics that it is not borne out by the facts.

Mr. SHAW: I might say, Mr. Minister, that the new companies that have been formed during the past two years do not make the picture quite so dark. Here is a list of the new companies that have been formed in the past two years:—

- 153 Food products.
- 12 Tobacco, cigars, etc.
- 5 Fertilizers and fertilizer materials.
- 59 Oils, chemicals, drugs and industrial minerals.
- 68 Pulp, paper and printing.
- 169 Lumber and wood products, exclusive of pulp and paper.
- 19 Furniture and musical instruments.
- 49 Building materials.
- 6 Agricultural implements and tools and equipment, tractors etc.

- 10 Carriages and wagons.
- 134 Iron, steel and other metal products and machinery.
- 8 Leather.
- 13 Leather products.
- 21 Footwear and findings.
- 4 Rubber goods.
- 27 Autos and equipment.
- 1 Toys.
- 4 Glass products.
- 108 Textiles and apparel of all kinds.
- 64 Miscellaneous, including brooms and brushes tents and awnings, jewellery, corks, etc.

934

The net difference between the number closing down and those that started is 417, but an analysis of those that were started will show that they are small concerns making automobile accessories and supplies, oils and chemicals. So it is no wonder that we have unemployment.

Now we suggest as a remedy for unemployment that the dumping clause be strictly administered; that there should be legislation, which has been refused by the Government, in regard to the effect of depreciated currency; that the wholesale smuggling of goods from the United States by the bootleggers who bring in silks and cottons and all sorts of stuff, and take back whisky, should be stopped no matter what it costs; and that the Government should seriously reconsider its position in regard to the general tariff.

I have in my hands a statement of the course pursued by a number of countries trying to rearrange their economic life consequent upon the war and in every case the tariff was increased. Only lately do I find that Esthonia on August 30, 1924, raised their tariff from 30 per cent to 275 per cent for the purpose of manufacturing goods in their own country and giving work to their own people. Now it cannot seriously be argued that every other country in the world is wrong and that we only in Canada are right. They surely all have not made a mistake. But that is the course that has been adopted by every country in the world with the exception of Canada.

Now what is the position of Canada? Lying on the northern half of this continent above the United States, the richest and most highly industrialized nation in the world, with our trade running east and west along a border line of thousands of miles, the lesser always being attracted by the greater, with that process going on day and night, sleeping or waking, if ever there was a country in the world desiring to develop its national life that needed protection, it is the Dominion of

Canada, situated as it is contiguous to the United States. I live in the town of Woodstock, a town with a little over 10,000 inhabitants, and we raised in that city \$100,000 a year for education, technical schools, high schools, and the collegiate institute. At the end of the year the population is 10,000; at the end of the next year it is 10,000. Why do we bend our backs to the taxation of \$100,000 a year, and our city not grow? How long can we keep that up? We are bending our backs to taxation to send our young men and our young women to the United States, sending away the best product of Canada. I have faith in the primitive and enduring elements of the Canadian, and he is welcome to cross the border, but that sap is going on continually. It is going on in the Maritime Provinces; it is going on in Quebec, and in every town and city in Ontario, and we sit here complacently and want to pass palliative legislation to enable us to take care of our unemployed. Gentlemen, we have got to forget politics if we have decided to maintain Canada as a nation separate and distinct from the United States. There is no other policy by which this country can live, and the people of Canada may as well understand it. I would say that the best thing that the Government can do is to convene Parliament and pass legislation to protect the Canadian market for the Canadian worker.

Hon. E. H. ARMSTRONG (Premier, Nova Scotia): Mr. Chairman, I would not have risen at this stage of the meeting on my own initiative, but I quite sympathize with a number of gentlemen who have already expressed themselves that we all came here for a somewhat definite purpose, and perhaps the sooner we strip the decks and get down to that definite purpose the better for us all, because I, for one, have no spare time to devote to discussing academic questions. I do not mean to say that much that we have heard has been of an academic nature. At all events, it has had the spice of variety. Many panaceas have been put forward, and many suggestions have been made, but we seem to have some difficulty in getting to concrete action.

I perhaps should put myself right, in the first instance, with some of the remarks that have been made this afternoon, and with an observation made by my friend who has just resumed his seat, but to which I take no exception, because there is no necessity of taking exception to it. I have to plead guilty, if I must, and I do not propose to apologize for it, to being one of those inveterate sinners who might be called a politician. I came here, sir, as a delegate, and I make no apology for being

a politician, because if questions of fiscal and economic policies are to be discussed, I can conceive of no class of people that is better qualified and has a right to speak and be heard than the politicians. I want to clear the decks and say I am a politician, and I take no back water on that account, but though I am a politician, I can deal with a matter from an independent standpoint, and I assume my full share of responsibility. We should all take that attitude, whether we are politicians or are here representing the Canadian Manufacturers' Association or the Trades and Labour Congress.

I was interested to hear what is taking place in the cities of the west, and I thought that if the same portrayal of conditions existing in those western cities had been given in the east, if our people in the Maritime Provinces had known of these conditions, a great deal of the money in the savings banks of Eastern Canada would not have found its way to the West.

I have before me two letters from the Department of Labour. I do not know that there is any particular resolution before you, Mr. Chairman, and I am not going to discuss the declaration which the Federal Government made this afternoon through you. I regard that as a declaration of policy on behalf of the Federal Government. All I am going to say on that is this: I do not pose as a constitutional lawyer; I pose as quite another kind of lawyer, but if I posed as a constitutional lawyer, having read something of the British North America Act, I would say in reference to that announcement that at least there are two sides to that very question. But I do not think we are called upon to discuss that. I came here for a very different purpose. I came here as a delegate from the province of Nova Scotia, to deal with specific things laid down in the invitation which I received to come here. It was a dual invitation from the Minister of Public Works and the Minister of Labour, two responsible members of the Federal Government, and I was invited here to discuss the problem of solving unemployment. Now I may have all sorts of views on free trade and the national policy, on high and low tariff, and on this, that and the other matter of economic concern, but I do not think I was asked here by the Federal Government to express my views on free trade or protection and what they might do for the encouragement of industry and the development of manufacturing, or in creating a market for the natural resources of this country. That, I say, is foreign to the purpose for which I came here as a delegate. The object in view in convening the present Conference, and I

cannot consider, I refuse to consider, I refuse to debate it, that I was asked here to accept without discussion a pre-arranged declaration of the policy of the Federal Government—I am finding no fault with the criticism of the attitude of the Federal Government, for they are here to speak for themselves, and I am here to speak for myself—the object of this conference was not to enter into a discussion of the declaration made by the Federal Government, and in that respect the Minister of Labour is no more immune from some of the criticisms that I am offering than others of his, and perhaps myself. I hope, sir, that in the few observations I have to make I shall not digress to the same extent from the real text of the invitation that has been done by other speakers who have preceded me. The object in view in calling this conference is set out in the first letter of invitation as follows: That in the opinion of the Dominion Government “the time has arrived when all public authorities as well as those persons most intimately involved, whether as employers or workmen, in the problem of unemployment, should come together in conference for the purpose of”—what? Not of reading a declaration that the Dominion Government are really absolved from all responsibility; but these are the words: “for the purpose of endeavouring to devise a certain regularization of industrial employment, having regard particularly to the building and other out-of-door work during the winter season.”

Now, there is a specific intimation on a specific topic, and it occurs to me that the time of the convention should be largely concerned with an endeavour to apply ourselves directly and logically and intelligently, with the information we have, to dealing with that particular invitation and that particular phase of unemployment.

There is no dispute as to the fact that unemployment exists. There is no dispute as to the fact that it concerns every government—federal, provincial and municipal; and, furthermore, it comes down to the very fundamentals of society itself, because it is a social question. It is a political question, and it is an economic question. Therefore, as business and representative men, we are all interested in solving the problem of unemployment along the lines which we were invited to attend here to discuss. The words of that invitation I have already stated, and need not repeat.

That was followed by another letter, which I received early in July. I did not take long to intimate to the Federal Minister of Labour that as far as the province of Nova Scotia was concerned, it welcomed a convention in which we could sit around the table and dis-

cuss the problem of unemployment and the industrial activities of Canada. The letter of July 5 stated: "Assuming that we have the most hearty co-operation of your Government in this matter, I desire to state that in calling the conference the Federal Government is actuated"—not by a desire to read a pre-arranged document as to its constitutional rights under the British North America Act, which, in my opinion, is beating around the bush; but for this purpose: "In calling the conference the Federal Government is actuated by the desire that such conference may be able to discover"—what?—not that we are wrong constitutionally—"discover some practical way of dealing with the problem of unemployment as presented during the winter months." Simplified, is not that the problem before this convention and before the delegates or representatives here? I care not whom they represent, whether the Federal Government, whether the C.M.A., whether trades and labour, or our cities, towns, and municipalities, or the provincial governments.

Now, it occurs to me that that is one of the first things that are absolutely necessary to consider in order that we may reach any conclusion; and I am not saying that it is possible to reach a conclusion, because this is a big subject and we may not be able to reach a conclusion, or, at all events, a satisfactory one. At any rate, there was the subject matter of our inquiry. I like the attitude of the physician. The first thing he does is not to prescribe; nor does he say, "I have no right to come into your house at all—it is your wife's duty to see that you are cured, or it is the duty of the family with whom you live." I think the sensible, provident physician will look at the patient and diagnose his case.

What is the diagnosis of the case? I am not going to accept as absolutely true and doctrinal that everything is as bad as it is sometimes painted. I have no doubt the situation is bad and that unemployment does exist and there is widespread apprehension throughout this country that unemployment may exist even still further in the coming months than it has existed in the past. I hope it will not be so. If I were to speak for my own province, I should have my views to express, because I have some evidence of existing affairs in that province; but every province has its own problems. It will not assist my good friend the mayor of Halifax, nor myself as Premier of the province of Nova Scotia, to know that there are 10,000 unemployed in the city of Toronto. It does not concern us in the city of Halifax very much except as a theoretical matter, and we in this

country are up against, not a theory, but a condition. There is an abnormal situation. We all realize that, but there are few of us who are prepared to take off our coats and confront the situation as a condition rather than as a theory. What is the use of preaching theories to the starving man or the starving woman who wants work and cannot get it? There is very little purpose served by telling him that the National Policy is the right theory, or that it is Free Trade, or freer trade. None of the trio will solve his difficulty. It is a question of present necessity.

Now, what is the case? We have representatives of some provinces here. They are not all represented here. It occurs to me that the question might be asked, "What is your problem in Nova Scotia?" or, "What is your problem in New Brunswick?" I understand that the desire of the province of New Brunswick is to stop the grain going to Portland. That is one of their purposes, and that may help to solve the problem. I could rightly say, "If you will give us cheaper coal rates from Nova Scotia to Montreal we will take care of the unemployment situation in Nova Scotia." These are all theories. But I suppose my good friends from Ontario would have something to say about it if they had to participate by paying part of the freight rates for the carrying of coal from Nova Scotia to Montreal or to Hamilton.

My friend the Mayor of Toronto laid down certain principles, and I think I interpret his remarks pretty correctly when I say he asserted almost the same thing. He said we ought to consider first what are the conditions; secondly, what is the extent of these conditions—not these theories; and, in the third place, what is the remedy.

In Nova Scotia we have our own peculiar problems; New Brunswick has its own. Prince Edward Island perhaps has no problem. Are we to be told, or are the taxpayers in the province of Prince Edward Island to be told, that because somebody says this is a national problem, therefore they must bear a proportion of this national undertaking, when they have no unemployment in the province of Prince Edward Island? I doubt if there is very much unemployment in the province of New Brunswick. In the rural parts of Nova Scotia conditions are fairly favourable, as the reports which I have under my hand will indicate. Each province has its problems in this respect. Would it not have been far better if we had attempted some diagnosis and analysis of the real situation as affecting each province, and endeavoured as far as we possibly could, as business men, or as representing capital or labour—I care not which

—to find a solution? Should we not sit down together and endeavour to solve some of these problems in a way that will give some practical results? We might study them province by province and then put them together and see how we can do something to map out the conditions as a whole.

In the province of Nova Scotia we have certain public works, and we have good faith and have not hesitated to take the matter in hand and expend public moneys. I do not know how much we have spent during the past year. I sometimes hesitate to add up the column of enormous expenditures that we in the province of Nova Scotia have made in connection with highway work. Outside of some other leading industries, we have stabilized the labour situation in the province of Nova Scotia in the last three or four years by our extensive highway programme. It is idle to talk about extending the highway programme into the winter months. It cannot be done. The rain, the snow and the frost conditions in that province prohibit us entirely from going on with that work in the winter months. In so far as other public works are concerned—and I say this with all respect to my friend Mr. Moore—if they let the appropriations alone in other provinces, they do not down in Nova Scotia. The minute we get an item into the estimates for capital expenditure I have neither sleep for my eyes nor slumber until we have performed the work—until we have carried out our contract I do not know what the Federal Government may do, but we have no such experience in Nova Scotia as that of simply passing an item in the estimates and revoting it. When we put it into the estimates we have to deliver the goods.

Some talk as though twenty-five millions or any other number of millions could be voted and expended irrespective of the merits of the appropriation, and as though somebody were going to pay the interest on this money. I wonder if they stop to think that, after all, this goes back to the taxpayer, and whether it is paid by the Federal Government, by the Provincial Government, or by the Municipal Government, the taxpayer in the end must bear that burden. They talk about taxes being high in the West. Taxes are high in the East. All taxes are high. They say municipal taxes are high. Municipal authorities say, "We cannot stand any more pressure in taxation." Provincial taxes are high, and dear knows the federal taxes are high. I have no doubt the Federal Government could borrow twenty-five or thirty millions, but when it expends that money, even

if my friend Mr. Bruce has the disposal of it, the interest must be paid. And the interest on the national debt of this country is something enormous. Every man, woman or child in this country feels it, and knows it, and knows he contributes. The war did cost us a lot of money, but who paid it? Who bore the brunt of the cost of the war? It was not the Federal Government that paid it. The taxpayers of this country have paid it and are still paying it. I do not think it is any solution of the question of unemployment, which is a social and economic question, to say that the Federal Government should pay the cost, because the Federal Government has no means to pay anything; neither has the Provincial Government, nor for that matter the municipal government; unless they go back to the people and their resources. We have responsible government and we must be held responsible for what we do.

In the province of Nova Scotia we have developed a pretty thorough system of hydro-electric power. We have employed a great many men and are prepared to employ more. We intend to keep up that programme. I am only throwing out some suggestions as to what we are doing in Nova Scotia to show that each province has its own particular, respective, individual problems, and we must, as far as we possibly can, get together and find out what these problems are, and after examining them province by province we can sit down together and say: "There is your problem, and here is our problem." The Federal Government can do certain things, the provincial governments can do certain other things, and the municipalities certain other things. As representatives of the various provinces can we not, by pooling our resources, pooling our ability, pooling our ingenuity, pooling whatever sympathy and patriotism we have—can we not get together upon some common basis and endeavour to relieve the situation, which I hope may be temporary, but which at all events is fundamental perhaps, as it is in every country where industrial occupations are carried on.

I could make a number of suggestions. I could make a number of suggestions to the Federal Government. I do not think that is what I should do. The Federal Government has its problems; the provincial governments have their problems; the municipal governments have their serious problems. But there is one thing that no person has attempted to deny, and it is this. The word "residents" has been used as determining liability, but I question this and say that the obligation of caring for indigent persons who have legal

settlement within a particular jurisdiction in our country rests primarily and fundamentally, by common law as well as by statute, upon the municipality. That has been the law in England and here for years. I think it goes without saying, that where indigent persons have a settlement, there they must be provided for. That is the foundation of this matter. I do not think it would be wise to have it in any other way, because it would create in this country an antagonism which it would be very difficult for us to overcome.

I want to say just a few words with regard to the province of Nova Scotia. I do not want to go into details, but if I went over the province county by county—whilst I am not saying we should have no serious problem—I could assure you delegates here that in my opinion the problem in Nova Scotia can quite clearly be handled. I wish the Federal Government had been authorized to encourage our coal trade. The coal trade in Nova Scotia is in a state of depression at the present time. Someone on the other side stated that these things would cure themselves if we had the markets. I do not know how you are going to create markets. You cannot create markets by artificial processes—by an Act of the legislature, nor by Order in Council, nor by voting money. Markets must be developed. I say I wish more had been done for the coal trade. Something has been done for the coal trade in Nova Scotia. An appropriation was made for the purpose of bearing part of the cost of transmitting Nova Scotia coal to the upper provinces. The Order in Council regarding that, I understand, has gone into effect, and there is no good reason in the world why all the steam coal in the province of Ontario should not come from the province of Nova Scotia, where there is the best steam coal in the world. Our Ontario friends say, "If you can produce that coal cheaply enough we will buy it," and we say, "If the railways will carry it cheaply enough we will mine it and send it to Ontario." The development of our coal trade would stimulate and stabilize industry and stabilize the men's pay. But there are two sides to all these stories.

I will go a step further. We are talking about the railways to-day. I do not know whether the railway representatives are here or not, but I want to say that one of the handicaps which we suffer in Nova Scotia is the delay of the railway people in reaching a conclusion, first, as to the price they will pay for coal, and, secondly, as to the quantity of coal they will consume. If they would do more to accelerate those decisions the coal owners and coal operators could make their contracts very much more quickly than they could otherwise.

I have said, I think, pretty nearly all that I intended to say in this respect, because I think we should not be side-tracked from the invitation which the Federal Government has given us for a distinct and specific purpose. Let us adhere to that purpose. I say that a good deal of the other argument is to some extent beside the question. The question of unemployment depends on a number of different things. One would think that the whole secret of success lies with the Federal Government; that the whole problem would be solved if the Federal Government would undertake to do certain things. I am not here to defend the Federal Government. It is not necessary. They are their own defenders. They speak for themselves. The last thing I would think of doing would be to make an attack upon the Federal Government. I must recognize that as an individual in this country I have a certain responsibility, and the duty of the government, whether federal, or provincial, or any other, cannot clear me of that responsibility. The Federal Government has its own responsibilities in all these matters, and I think they will assume their responsibilities when those responsibilities are thoroughly placed before them. But there is a responsibility on all public men. This is a great question, concerning the merchant, the manufacturer, the politician and all parties who are engaged in social and industrial life. A good deal depends upon management. I have not the slightest doubt that a good many cogs slip on account of bad management in all businesses, and labour has to suffer, and perhaps suffers most from that. Labour itself has a certain responsibility. We cannot shift responsibility. Labour must not shift its responsibility, but must take its full share as one of the integral factors concerned in the working out of this problem.

Then there is the question of capital and labour. It is not a one-sided question. We need capital and we need labour. The relations between capital and labour affect unemployment.

Then there is the question of transportation facilities. I undertake to say to-day that if we had transportation facilities in the province of Nova Scotia which I hope we may get some day from this country, there would be no unemployment problem in that province. Eliminate what is called the long haul from the province of Nova Scotia, and our fish, our coal and other minerals, and our lumber, would so engage all our present population that you would never hear any cry of unemployment. Therefore I say that transportation facilities are very essential.

All these factors must be considered, and carefully considered, if we are going to solve

the problem as outlined by my friend the Mayor of Toronto. One might discuss many questions, but I am going to make this suggestion in all seriousness as my contribution to this discussion. And I have no mission to perform; I have nobody to apologize for; I am here simply as a delegate and speaking for myself alone. I say as a delegate to a conference dealing with the question of unemployment on the invitation of the Federal Government, who have indicated in that invitation in definite, clear and precise terms the lines which we should follow, that we ought to address ourselves directly to the problem set before us, and to no other. Some day, in the proper place, my friend there and my friend the Minister of Labour can get a hall—and we will pay for the hall—and they can thresh out the question whether the industries have been closed by some so-called fiscal policy or not. I do not say that fiscal policies are not necessarily important, but we shall disagree on the question of fiscal policy, and we might debate it here until midnight, and all day to-morrow too, and not give employment to a solitary unemployed workman in all Canada. Do not make any mistake about that. All I have to suggest on behalf of Nova Scotia—and probably this may be the only time I have a word to say—is this, that if we possibly can we ought to address ourselves directly to the three points which impressed me as raised by the Mayor of Toronto this morning. Let us get the necessary information and apply ourselves directly to the task of solving those if we possibly can.

One of the other points I was going to mention was immigration. Perhaps the less I say about immigration the better. There have been various views expressed. I heard Lloyd George say, a few nights ago, in London, that in Canada there was room for 600,000,000 people. Well, to-day, if I thought there was room here for 6,000 people, by some of the evidence I have heard I should think it would be a great mistake to bring them into this country. Somebody has made a miscalculation as far as that is concerned. We have no immigration policy in the province of Nova Scotia. I think I am within the bounds when I say that if you can put your finger or your hand upon an immigrant in the Province of Nova Scotia who is unemployed to-day through any fault or neglect on the part of the Provincial Government, you need have no apprehension as to who will provide for his future welfare. They are all engaged, and in that province we are all very careful as to whom we select, and we intend to be very careful. I do not believe in throwing down the bars to any indiscriminate immigration.

Nobody believes in that. I do not think the Federal Government intend to adopt any such policy. We all say we need immigrants in this country, but if we need immigrants in this country we need the right type of immigrants. But I go further and say that, much as we need immigration, we need equally the necessary capital to keep our men employed and to keep our resources properly investigated and exploited and encouraged. Those two things, I say, are absolutely necessary in order to work out the economic problems in this country, and I think we should do well to address ourselves directly, not to any theoretical idea, but to the actual conditions as we find them; and we can do that only by making a proper diagnosis of the conditions in the various provinces.

Mr. TOM MOORE: May I ask Premier Armstrong a question? While we are addressing ourselves directly to the problems, would the Premier of Nova Scotia care to give an answer to the four proposals put forward earlier in the day by labour; first, as to whether the province of Nova Scotia is willing to commit itself to prosecuting construction work to the fullest degree; second, as to whether it is willing to start immediately all work that may have been provided for; third, whether it is willing to co-operate with the Federal Government or other authorities in a joint committee to pass on new work and find some ways of financing it, so as to provide work additional to what is already in existence; and, fourth, whether it is willing to distribute the work at the prevailing rates of wages and to make effective the eight-hour day on all work which it undertakes? These are concrete questions dealing with the agenda as laid down by the Minister of Labour.

Hon. Mr. ARMSTRONG: I think I answered the first two in what I did say.

Mr. MOORE: I think you did.

Hon. Mr. ARMSTRONG: As to the third. I think it has been said over and over again that this is a period of responsible government. I think that a well known Canadian authority has given expression to some such sentiment as that the day of irresponsible government is over—since, I think, about 1921, and that now there is responsible government in this country. Therefore I cannot commit myself to that, because it is a matter in which I have no concern. I do not know what has been your experience, Mr. Moore, but my experience has been that they do not thank the province for making suggestions. I do not say there is any harm in the suggestion, but I do not think there is anything very

practical in it, as far as helping out the unemployment situation is concerned. If it is a national problem let, the national government deal with it; if it is a provincial problem, let the provincial legislatures deal with it, and they will take the responsibility. I have no hesitation in saying that I do not like this idea of having commissions any more than we can possibly avoid it.

Now, as to the fourth point, that is an absolutely open question. My friend knows what the decision of the conference here was. He knows it as well as I do. I will not say he asks the question for any purpose other than to put himself on record, but let me point out that it is an open question. I am prepared to discuss that when the question of the eight-hour day is properly before us.

Mr. J. E. McLURG (Sydney, N.S., representing the Canadian Manufacturers' Association): Mr. Chairman, if I might refer to the Hon. Mr. Armstrong, I think it is unfortunate that he came in late. When the meeting was called to order one of the delegates suggested that we should hear from the representatives of the different provinces. Hon. Dr. Forbes Godfrey, of Ontario, made a few remarks and it was suggested that as nothing had been heard from the manufacturers, who are large employers of labour, they should say something. That was the reason that Mr. Shaw, our ex-president, made his remarks.

Mr. Chairman, I would like to take issue with Mr. Armstrong on the statement that he made. He and I are very good friends, but I do not see this question in the same way that he sees it. I cannot see, for the life of me, how the province of Nova Scotia can settle our unemployment in Nova Scotia. I speak here as one of four representatives for the Canadian Manufacturers' Association. I am probably representing the maritime provinces. I am vice-president of the British Empire Steel Corporation, which in normal times employs 22,000 men, most of whom are employed in the province of Nova Scotia. In the year 1922 we paid out in wages, irrespective of salaries, \$17,692,000. In the year 1923 we paid out in wages, not including salaries, \$24,712,000. We operate 24 collieries. We can produce 24,000 tons of coal a day. In the month of July the total production of steel ingots in Canada, according to the Government return, was 52,000 tons. Of that quantity 31,000 tons was produced at our plants in Cape Breton. But our plants are closed down. Our blast furnaces are idle. Our open-hearth furnaces are cold since the 5th day of August, and instead of employing 3,200 men in our steel plant in Sydney we have to-

day between six and seven hundred men employed, making repairs, relining furnaces, and so forth and so on—getting ready for what we hope the future holds in store for us.

Now, sir, let us look at the reasons for this. I have collieries working, or I have given orders that these collieries are to work, two shifts. The miners will have an eight-hour day. They will work on the day shift from 7 a.m. to 3 p.m., and on the night shift they will work from 3 p.m. to 11 p.m. I have no justification whatever in operating these certain collieries except from the humanitarian point of view to give these men work so that they can live. These are facts. Let us look at the reasons.

The duty on coal to-day was placed about twenty years ago, when coal was very cheap. To-day coal has increased in value over 100 per cent. In those days slack coal was a by-product—a waste product. If a mine operator could sell it for anything he was that much ahead. The duty on slack coal was placed at that time at 12 cents a ton. The duty to-day is still the same. But there have been great evolutions in the use of coal for generating steam and developing power. The latest evolution is to use pulverized coal. Slack coal to-day has a big market. You gentlemen know, probably much better than I do, of individual plants where slack coal is used exclusively for generating steam. Now, the reason that we cannot compete is this. We have anti-dumping legislation—and here is where I take exception to the Hon. Mr. Armstrong's contention, on the ground that the Province of Nova Scotia has not authority to remedy our unemployment situation. It is a matter for the Federal Government, and I think that this is the time and this is the place for these things to be aired, where the Ministers of the Government can get the facts; because operators are not allowed—

Hon. Mr. ARMSTRONG: Pardon me just a moment. Let me make myself clear. I said that each province had its own problems; that it was first essential to diagnose the conditions, then to pool our ideas, our energies, our resources and everything. I did not say that you could divide into nine provinces and make nine solutions of one general problem. That was not my theory at all.

Mr. McLURG: I am sorry, Mr. Armstrong, if I misunderstood you. My understanding of your remarks was that as the Federal Government had disavowed any responsibility for unemployment—

Hon. Mr. ARMSTRONG: No; I refused to debate that at all.

Mr. McLURG:—that each province should work out its own salvation.

Hon. Mr. ARMSTRONG: No, no, no, no.

Mr. McLURG: But, to go on—

Hon. Mr. MURDOCK: Mr. McLurg, pardon me. I said on two or three occasions today that I wanted this conference to decide its own agenda, but I am not going to sit here as chairman of this meeting, and representing the Federal Government, and hear matters of theory in regard to tariff, that should be handled over in that other part of the building (the House of Commons), aired here by gentlemen who are invited here to deal with a certain concrete question that has nothing whatever to do with the discussion of tariff questions; and so far as I am concerned, I am going to suggest that in the present discussion you and Mr. Shaw are surely unfair, if not inconsiderate of the questions that we are met here to discuss. It may be a part of your policy to adopt that plan of presenting your views, but I think that it is entirely improper and out of order.

Hon. Dr. FORBES GODFREY: Mr. Chairman, pardon me just for a moment. Coming as I do from the province of Ontario, I submit that the gentlemen here had a perfect right to give their views of a patient who is apparently very sick. As I said before, I am not going to do much talking here, but I do believe that every gentleman here is entitled to say what he thinks about present conditions in the Dominion of Canada. If it is the case that we have to stick to a specific line laid down, then as far as I am concerned I have nothing more to say.

Hon. Mr. MURDOCK: I realize that that would be the view of my honourable friend the Minister of Health and Labour for Ontario, but I must still persist. Here is one member of the Federal Government who cannot be treated to the same dose of medicine that two of my respected colleagues were treated to, some few months ago, when they were invited to a conference as the guests of the Canadian Manufacturers' Association and then delivered a fine lecture on the tariff policy—and the meeting closed with the singing of the National Anthem. That cannot be done here while this member of the Federal Government is in the chair. The conference can if it desires to, even now, place someone else in the chair, and I will gladly resign; but the Canadian Manufacturers' Association will pull off no such stunt as that while I am in the chair. This conference, if I may be permitted to remind you, was called for a purpose,

on the suggestion that we should come together and endeavour to devise a certain regularization of industrial employment, having regard particularly to building and other out-of-door work during the winter season. Now then, that has nothing to do with some of the questions that my respected friends want to get in. I do not object to their holding those views, but while I am in the chair they cannot make this conference a tariff-discussing affair.

Mr. McLURG: As to arguing politics, I may state that such is not my intention. I might say, my grandfather was a Liberal, and my father was a Liberal, and I have yet to cast my first Conservative vote.

Hon. Dr. FORBES GODFREY: I have yet to cast the first Liberal vote. So you and I are all right.

Mr. McLURG: Mr. Chairman, I wish to make myself clear. I had no intention whatever of raising a political discussion.

Hon. Dr. FORBES GODFREY: Nobody had.

Mr. McLURG: That was not my intention. But I wished to point out some things from which we are suffering. But if I have slipped, according to your ruling that I am out of order, I will not continue.

Mr. HARRY J. MYRO (Windsor, Ont.): I think that if a discussion such as Mr. McLurg brought up were allowed to go on, some good points would come out of what he had to say. I was tremendously interested in what Mr. McLurg had to say, and I am sure that if he could have gone on for a few minutes he would have enlightened us on a number of things, and I do not think it would hurt anybody's feelings.

Hon. Mr. MURDOCK: Are you a delegate, Mr. Myro?

Mr. MYRO: Yes, sir.

Hon. Mr. MURDOCK: Representing?

Mr. MYRO: The building and construction industry.

Hon. Mr. MURDOCK: I beg your pardon, sir.

Mr. MYRO: And I would certainly like to see Mr. McLurg carry on if possible.

Mr. McLURG: Mr. Chairman, if I might be allowed to carry on, I will leave that phase of the subject and will touch on another.

Before the war it was always understood that our shipments of grain to Great Britain

and the continent were paid for by the credits that Great Britain had in New York. We had a three-cornered exchange arrangement. We shipped our grain to England. England paid us by the credits it had in New York, and the immense holdings in Great Britain of American securities left a credit balance. But since the war conditions have changed, and I submit this point for the serious consideration of this conference, regardless altogether of politics. Is not this question worthy of being thoroughly studied? To-day we are in a different position. We are still shipping our grain to Great Britain and Europe, but the condition of Great Britain, so far as having New York or American credits is concerned, is entirely reversed: instead of having credits in New York, Great Britain to-day has enormous debits in New York, which she must send gold to New York to meet. The balance of trade between Canada and the United States is against us. If the balance of trade were in our favour, if we had credits in New York instead of debits, it seems to me this would work out very much to the advantage of Canada. So much for that.

There is another feature, sir, that I would like to remark on. With the other men who are in our organization, I am brought into contact, even into intimate and close contact, with representatives of organized labour. I know Mr. Moore and a number of the gentlemen who are associated with him—Mr. Bruce and others there. We have differences of opinion, but we can always sit down and discuss these without any animosity. But for the life of me, sir, I cannot understand why our labour organizations should be controlled in the United States. We have at the head of our labour organizations here in Canada men who, I submit, are the equal of any men in similar positions in the United States. Why should we have international labour organizations? Have we not reached the station of nationhood, where we can have our own Canadian national labour organizations?

Now, there is another feature about this. There are many things that are troubling the manufacturers besides the tariff. One thing that is generally admitted by all interested in business, from the small retailer to the wholesaler and the manufacturer, is that our transportation costs, our freight rates, to-day are throttling business. One reason for this, which we all know, is that our railroad organizations, our railroad operators, are forced to pay high rates of wages under the McAdoo and Chicago awards. But our business conditions, sir, are not analogous to those in the United States. For the past three years business generally in the United

States has been good. There have been certain advances in the rates of wages paid to railroad employees, and on our side here we cannot get away from these rates. And it is a question of not only the rates, but also the conditions of work. This is something that I think this conference should study in thinking out the problem. These things all tend toward unemployment. They are throttling business to a certain extent. There is another feature, Mr. Chairman, about our condition. To the south of us we have the United States, a very prosperous nation; and we will not enter into the reasons why it is prosperous. We have our labour rates here to a great extent controlled by conditions in the United States and the rates paid there. The United States is a high tariff country. But let us look across the ocean, to the other side, and see the picture. In my opinion Canada to-day is ground between the upper and the nether millstones. The upper millstone is the United States, and the nether millstone is Great Britain, with its low rates of wages and with depreciated exchange. Canada is in between them and is being ground finer and finer every day.

Now, sir, to this question of unemployment I have given a great deal of study, because it is my business to do so. I have numerous deputations in to see me, to ask why I cannot give work in this district or in that district, and it is a great problem, but if some of these things were systematically studied, I think that we could get somewhere. I do not wish to bring in the question of politics, or tariff, or anything of that kind, but this whole matter needs to have a thorough study. If this is not the place to have it discussed, then it seems to me that it would be in the interests of every Canadian—of everyone we represent, whether workman or employer, that a convention should be called at which these questions can be discussed, and discussed thoroughly.

Mr. TOM MOORE: Would Mr. McLurg inform us as to how the establishment of Canadian instead of International unions would affect the employment situation or unemployment at the present time? Of course we admit our ability, and we prove it by belonging to International unions. Still I would like to hear the answer that Mr. McLurg could give us.

Hon. Mr. MURDOCK: Oh, please, do not discuss that. Surely the question is out of order.

Hon. Mr. FORBES GODFREY: It is politics.

MAYOR OWEN (Vancouver): Permit me to add to what I have already stated. In accordance with the invitation we got, I canvassed the situation on the coast, and this morning I read to the conference the opinions of a great many employers of labour. I also read to you the policy of some of the municipal councils around our city. I expressed no opinions of my own, particularly, but only laid before you the opinions of those whom I was here to represent. But our discussion now, according to your ruling, is confined very closely to a certain point. That is, what is this conference going to do collectively to take care of the unemployment situation? I think that is the question before us.

As far as the city of Vancouver is concerned, conditions are not bad there this year. We have had a lot of employment there, and we would be in a position to take care of our own citizens for the coming winter. But who is going to take care of the poor unfortunate man who has been invited to our country to share with us in its prosperity? Who, for the coming winter, is going to look after the man whom the municipalities are in no way responsible for bringing to Canada? The newcomers we have, the municipalities did not invite to our country. As I said before, I believe most of the municipalities are prepared to take care of those who are really their citizens, but we are placed in this position, that here we have thousands of men who have drifted in. I am sorry for those men. They need their bread and butter just as much as we do who are sitting around here, and they must have it. Now, can we collectively arrange something here that will furnish them with a respectable living during the coming winter? I am sure that as far as the city of Vancouver is concerned, it will go the limit in doing a reasonable part in order to provide for those who need help, but we cannot assume the responsibility for the uninvited guest—the man who has been brought to our country when he is not able to get employment. Very few employers of labour wish to engage a man who cannot talk the English language or does not understand it. To-day the Scandinavians, with the aid of some municipal teachers, are carrying on in the interest of their own people a night school to teach those people the English tongue until they become more or less fit to assume positions. A great deal of our employment in British Columbia in the winter time is of a hazardous nature; such as work in the woods and in the mines. A man who cannot understand English, or read English, is practically not allowed by our provincial laws to take em-

ployment. This is true particularly of work in the mines. Those foreigners who come in are fitted more for the life of the woodsman, because they are strong, able bodied men, but if they are put at work and do not know the English language, some hazardous situation may arise and in case of danger they are in a very unfortunate position.

As I said before—and I want to keep to the subject as the chairman has laid down—we are prepared to do our part as a city, providing the other powers that be, who are responsible for bringing those people here, will do their part. Beyond that I am not prepared to go.

Mayor HILTZ (Toronto): I would like to submit a motion. I do not know what the intention is—whether it is to keep this up a certain time and then conclude, or whether it is the intention to meet to-morrow; but it seems to me that we should not adjourn or disband without at least adopting a summary, by means of a resolution, giving the consensus of the views of those who are here, in order that we may have some finality to the discussion for which we have come together. Therefore I wish to move, seconded by Controller Tulley, of Ottawa, that the following be appointed a committee to draft and submit to this body for approval a resolution relative to the subject we have been called to discuss: S. J. Farmer, J. R. Shaw, T. Moore, J. M. Piggott and J. Murphy. These men have all spoken on the subject, and if it is the intention to finish up to-night, I would submit that they should be asked to withdraw and bring in their resolution in an hour; or, if it is the intention of the conference to adjourn until to-morrow, to bring in their resolution to-morrow.

Hon. Mr. MURDOCK: You have heard the motion moved by Mayor Hiltz, of Toronto, seconded by Controller Tulley, representing Ottawa, that a committee be appointed consisting of Mayor Farmer, of Winnipeg; Mr. Shaw, of the Canadian Manufacturers' Association; Mr. Tom Moore, representing labour; Mr. Piggott, representing the building and construction industry; and Mayor Murphy, of Halifax.

Mayor HILTZ: Two men from the municipalities—one from the East and one from the West.

Mr. TOM MOORE: It appears to me it would be more logical to make a place on that committee for a representative of the provincial governments. I at the beginning submitted proposals which I intended to be a resolution. I have heard nothing to change

my opinion that the four proposals submitted should form a resolution. I am afraid that I would be unable to act on the committee, having already formed my opinion on the motion before the house, and it would be rather unfortunate if anyone went on that committee with fixed opinions, such as I have. With the consent of the mover I ask that my name be omitted. I do not wish to evade responsibility and am quite willing to undertake it, but I think the committee would be much stronger if someone who is not already pledged, or has not already a fixed opinion, would serve instead of myself. Perhaps he should be a representative of the provincial governments. The members of the committee will exercise their discretion as to what they think is a summary, but my mind is absolutely made up that a resolution worded in the form of the four proposals I put forward should be a summary of the discussions that have taken place.

Mr. J. M. PIGOTT: I do not think it would be at all fair to cut the discussion of this very important question off at the present stage. The employers as represented by the Manufacturers' Association and the four members of the building and construction industries have purposely, as I explained this morning, withheld their views or any suggestions we have had to make until the representatives of the different centres in the country had given an account of the conditions in their particular localities. We have barely received that impression. Two of the manufacturers have spoken. No one of the building and construction industries has so far contributed anything to the discussion. I think that it would be altogether too bad if we attempted to reach a conclusion with such a very superficial examination and discussion of such an important question.

Mayor HILTZ (Toronto): It was not the intention to shut off discussion. The discussion can go on. The resolution will have to come back for our approval and it can be amended; but there ought to be some basis on which to work. To approve a resolution without giving some thought to it, I do not think would be wise. These men on the committee have already spoken, and if they wish to speak again they will have the opportunity when the committee reports. The discussion can go on in the meantime, and the resolution can be amended in any way that our assembly wishes. If we wait until the discussion is over, then is it the intention to sit around for an hour or an hour and a half while a resolution is being prepared? My intention is

to avoid that. If Mr. Moore does not wish to act on that committee, I would like to submit the name of Mr. Tully.

Controller TULLEY (Ottawa): I would like to have my name withdrawn from that committee. I would rather not act on that committee myself.

Mr. J. B. THOMSON (Vancouver): I would like to support my friend Mr. Piggott. We have heard from only one premier of a province. We have representatives of several of the other provinces or provincial governments. We have not had the benefit of hearing what their views are. We have a representative from British Columbia, one from Manitoba, and one from Ontario. There are several delegates here who desire to speak, and have not spoken. They have been waiting. To a certain extent I have been waiting to hear what our own province has to say. I agree with Mr. Piggott and if he would put his suggestion into the form of a motion that we have no resolution until such time as the provinces have declared their position in this matter, I would second it.

Hon. Mr. MURDOCK: You have heard the motion made by Mayor Hiltz and seconded by Controller Tulley. Then there is an amendment moved, which I assume would be in order: that no resolution of the kind be considered or adopted until such time as there has been opportunity for further discussion. That motion is made by Mr. Piggott and seconded by Mr. Thomson.

Mayor HILTZ: Mr. Chairman, if the last speaker would not press the amendment, we could hold the motion in abeyance for a time. But I do not know what is in the minds of those present as to how long they intend to keep this up. Is it a matter of days, or do you intend to conclude to-night?

Hon. Mr. MURDOCK: I do not suppose that there was anyone who thought it would be possible to deal with and determine anything to-night.

Mayor HILTZ: No. You will likely adjourn until to-morrow.

Hon. Mr. MURDOCK: I thought so.

Mayor HILTZ: Then there should be no harm in appointing the committee and asking it to bring in the report to-morrow.

Hon. Mr. MURDOCK: Is there any objection to that?

Hon. Mr. ARMSTRONG: Report on what, Mr. Mayor?

Mayor HILTZ: To draft a resolution to submit to this body for approval or amendment, in connection with a summary of the whole matter; as to what our viewpoint and opinions are with regard to the manner of dealing with the matter for which we have been brought here. If that is not done, we shall go home without any summary of the whole matter, or there will be a resolution submitted in a haphazard way, without sufficient thought being given to it.

Mr. THOMSON: My object in seconding Mr. Pigott's amendment is this. We came here, as I understand, to hear evidence. Now, in the middle of the hearing of the evidence, we are asked to appoint a committee to take the matter away from our membership and draft a resolution along certain lines. Is it not much better to hear the entire evidence to be submitted here first, before that committee is appointed?

Mr. PIGOTT: Mr. Chairman, I should think that it is within your discretion to sum up the situation. I should suppose that you would be, yourself, the last person wanting to see the work of this conference prove abortive, and I cannot see that it could be anything else if it is closed off at the present stage. I am very sure that the representatives of organized labour and the manufacturers and our own representatives are very much interested in some practical remedies for this condition, and so far we have not listened to anything but a description of conditions and certain suggested remedies offered by men who are looking at the thing from the administrative standpoint of municipal or provincial governments. Consequently I think it is most important that this open discussion be prolonged until such time as we are certain that we have got a complete expression of the feeling of this gathering. I do not see that there is any harm in appointing a committee such as His Worship Mayor Hiltz suggests, but I think it is very important that that committee should stay right here until such time as you think the whole feeling of the body has been disclosed.

Hon. Mr. MURDOCK: That thought is very helpful, Mr. Pigott, and I may say that, concretely, the purpose for which we are here is to endeavour to devise a certain regularization of industrial employment, having regard particularly to building and other out-of-door work during the winter season. If we do what we are met here to do, that has to be drafted in the form of at least a gentlemen's agreement. I do not imagine that it can be made hard and fast, as binding any muni-

cipality or any province, but it can be the condensed opinion of this conference as to the most practical method of doing that. If Mr. Moore declines to act on that committee, would you suggest the name of a provincial representative?

Mayor HILTZ: If Mr. Moore does not wish to act, we should have a representative of the provinces. I am not particular as to who it is. The purpose was to distribute it. I would say the Premier of Nova Scotia, but we already have one man from Nova Scotia, the Mayor of Halifax.

Hon. Mr. MURDOCK: You have no one from Alberta, have you?

Mayor HILTZ: No.

Hon. Mr. MURDOCK: Hon. Mr. Reid would be on that committee.

Mayor HILTZ: I am quite satisfied.

Hon. Mr. MURDOCK: The names have been suggested of a committee, not necessarily to withdraw from the conference at the moment, but later to consider and bring in a draft resolution on this matter for the conference to deal with. The committee consists of Mayor Farmer, of Winnipeg; Mr. Shaw, of the Canadian Manufacturers' Association; Mr. Murphy, Mayor of Halifax; Hon. Mr. Reid, of Alberta; and Mr. Pigott, of the Canadian Association of Building and Construction Industries.

Mr. E. INGLES: Earlier in the proceedings Mr. Moore laid before this conference a memorandum containing four proposals, and it was our understanding that they were moved as the opinion of this conference. I would like to know, Mr. Chairman, if you accepted that as a motion or not?

Hon. Mr. MURDOCK: I really did not understand that it was made as a motion.

Mr. TOM MOORE: At the beginning, Mr. Chairman, the Mayor of Winnipeg put forward a resolution on behalf of the city council, and I think it was stated from the chair that if there were any other resolutions they had better be brought forward following that, and I thereupon submitted several proposals in the form of a resolution for adoption. If this committee is appointed, are we to understand that it will be a kind of Resolutions Committee, and that our resolution will go before that committee, together with the one from Winnipeg and others, or are our proposals just taken as a submission of opinion? If the latter is the case, Mr. Ingles wishes to formally move the acceptance of these proposals as the policy of this conference.

Hon. Mr. MURDOCK: If there are no objections, I will rule that that go before the committee for consideration.

Mr. TOM MOORE: That is satisfactory, Mr. Chairman.

Mayor FARMER: The resolution I presented from the Winnipeg City Council was not brought forward specifically with the idea of having it adopted as a resolution of this conference. It was brought forward simply to acquaint this conference with the views of the City Council, and in accordance with my instructions. At the same time I certainly would be very glad if that resolution were sent before the committee.

Hon. E. H. ARMSTRONG: In view of the fact that the invitation for this conference emanated from the Minister of Labour and the Federal authorities, and the necessity of having a bird's-eye-view of the whole situation, whether it is a matter of discussion or otherwise, I hope in view of the definite terms of the invitation that a representative of the Federal Government will be on that committee. If the committee is going to try and harmonize the various conflicting views that have been expressed, the Federal Government should be represented on that committee, with the provincial and municipal governments. I do not know how many municipal representatives there are; perhaps the more the better but it occurs to me that the various interests expressly represented here, and particularly the Federal Government as the convenors of this conference, should be represented on the committee.

Mayor HILTZ: I will be quite willing to include the Deputy Minister of Labour, Mr. Ward.

Hon. Mr. MURDOCK: The motion now before us is for the appointment of a committee, the names for which have been stated, which will consider either when we adjourn to-night or to-morrow morning, or later than that if necessary, the drafting of proposals for the regularization of industrial employment, having regard particularly to building and other out door work in the winter season. Is there any further discussion on the motion?

Mr. COOK: I would be very sorry indeed if the proposals submitted by our friend Mr. Moore this morning were sent to the committee for consideration, and Mr. Moore was not present. I think he owes it to the organization he represents to be a member of that committee, and I suggest that the membership be increased to seven by adding his name.

Mr. TOM MOORE: I submit it is absolutely illogical, Mr. Chairman, for any one

committed to a fixed idea to become a member of a committee whose purpose perhaps it will be to reach a compromise between the different views put forward. I have had some experience on committee work, and I feel I should be an obstacle in the way of that committee's work. I have already presented my views and the views of the Labour group, and the committee is perfectly able to judge of the merits or demerits of the proposals from the discussion that has taken place, and of accepting or rejecting them and reporting back to the conference. I am perfectly willing to leave our case with the committee.

Hon. Mr. MURDOCK: Perhaps Mr. Bruce would act on the committee. He is not so set. Then if it is the pleasure of the Conference, the committee is appointed, and we can proceed.

Mr. BRUCE: Am I right in understanding that this committee will receive suggestions from the various groups?

Hon. Mr. MURDOCK: They will absorb the suggestions as they are presented in the discussion.

Mayor HILTZ: The committee should attempt to summarize the views expressed here. While I am on my feet, Mr. Chairman, as I have to leave to-night, I would ask that Alderman B. J. Miller act as my proxy during the rest of the sittings of this conference, and that Alderman Wemp act as his adviser.

Hon. Mr. MURDOCK: If there is no objection, the motion is agreed to.

Mr. BRUCE: In view of the fact that the committee has been appointed with a view to formulating and bringing down a policy, I think it is useless for us to go on discussing the matter at the moment. It is now ten o'clock, and I would move that we adjourn until ten o'clock to-morrow.

Mr. JOSEPH M. PIGOTT: I quarrel all together with the understanding that Mr. Bruce has of this situation. I am in no frame of mind to go into any committee meeting, and I do not think any one else is. I think we are a long way from having sensed the opinion of this gathering. I do not see how you could possibly hope to get any general idea of the views of this Conference short of to-morrow noon. Surely it is not the expectation that we are going into committee after we adjourn to-night or to-morrow morning.

Hon. Mr. MURDOCK: May I suggest that as we have done fairly well to-day, the motion for adjournment be now put.

At ten p.m. the conference adjourned.

September 4, 1924.

The conference resumed at ten a.m., the Hon. James Murdock in the chair.

Further representatives present:—

Hon. J. A. Robb, Acting Minister of Finance, Ottawa.

Hon. Charles Stewart, Minister of the Interior, Ottawa.

Mr. S. J. McLean, Acting Chairman, Board of Railway Commissioners.

Alderman B. J. Miller (substitute delegate, with Alderman Wemp as advisor).

Hon. JAMES MURDOCK: We will come to order, ladies and gentlemen. I regret to state that the Minister of Public Works was called away from Ottawa last night, and will not be able to be present with us this morning. There seems to have been some misunderstanding of the statement he made yesterday. When making his statement, he had before him on the table here a considerable list of proposed undertakings, reconstruction and other work that had been prepared for him by his department, totalling a considerable amount, and indicating the contribution the Federal Government was prepared to make to the work of this conference; in other words, a list of works authorized by Parliament which the Federal Government was prepared to go on with during the winter months as far as possible, for the purpose of relieving unemployment.

I might also state that we have with us this morning my colleague, the Acting Minister of Finance and Minister of Immigration, the Hon. Mr. Robb, and also the Minister of the Interior, the Hon. Charles Stewart.

While I am on my feet I should also like to express my regret if it were thought by any one that the chairman was a little too brusque last night in discontinuing or attempting to discontinue a certain line of discussion that seemed to be developing. Not being an expert in such matters, I was uninformed as to some of the details, but I have to assist me this morning my colleague, the Acting Minister of Finance, who is also the Minister of Immigration, and is fully informed on these questions, and I shall be glad to permit the discussion, that remained unfinished last night, to continue, if it is desired. With my colleague present this morning, the situation is entirely different, and if Mr. Shaw or Mr. McLurg desire to present or represent certain views, I have no objection to them so doing.

We also have with us Dr. S. J. McLean, Acting Chief Commissioner of the Railway Commission, whom we shall be glad to have sit in with us at this conference, and later

present to us certain information in connection with expenditures that are sometimes made from the Grade Crossing Fund. We find that during the past two years there has lapsed in that fund the sum of \$2,542,000 of federal monies that might have been utilized in the depression of crossings at grades. There is, as I think you all know, a considerable amount of money that could be utilized from time to time, and at times it might be reasonably utilized for the purposes this conference has under consideration, that is, the providing of certain work that could be done during the winter time.

With these few brief words of explanation I would be very glad if the conference would proceed from where it left off yesterday, or rather now commence, as yesterday might be considered as just a preliminary opportunity of expressing certain views. To-day I hope that we may start in to consider the real work of this conference, which is to devise some uniform plan of co-operation, Dominion-wide, whereby works of benefit that will assist in relieving the unemployed may be carried on during the winter months.

Mr. J. B. THOMSON (Canadian Manufacturers' Association): Mr. Chairman, regarding your remarks as to discontinuing the arguments that were going to be presented last night by Mr. McLurg and as to what was said by Mr. Shaw, I want to say that there was no intention whatever on the part of the Canadian Manufacturers' Association of being discourteous to the Government in their remarks. I personally as a member of the executive of the British Columbia Division received a copy of the letter which was addressed to our ex-president, Mr. Howard Smith, we may have been guilty of misinterpreting that letter, but I just want to quote from it to show you how we got the impression we had. I quote this paragraph from page 4 of the letter:—

Each of those specified is being addressed, and it is hoped that those receiving this communication will cordially approve the suggestion it contains, and it is respectfully suggested that the delegates should confer with their respective colleagues or authorities so that they may reach the conference possessed of the fullest available information on the various aspects of the subject of unemployment in their respective localities, with advice or information as to remedial steps which may be taken, and prepared to take effective part in making the proceedings of the conference fruitful.

The remarks that were made last evening by our two speakers were leading up to the question of a remedy. I think we are all seized, as the Government evidently is, of the idea that we have a disease, as you may call it, to-day in Canada, of unemployment, and it is necessary for us to diagnose the case and

treat the patient, to find the cause and effect a cure.

Dealing with one division, that of British Columbia, we are differently situated from other parts of Canada, owing to climatic conditions. His Worship Mayor Owen, of Vancouver, has, I think, stated fairly well the conditions that prevail there, and what the conditions are likely to be regarding unemployment this winter. Our division has not treated this matter in any haphazard way. They sat for hours on several occasions, and went thoroughly into the question of employment in British Columbia, and of how the matter should be treated this winter.

We surveyed the problem of employment in British Columbia and classified it under six headings; fishing, mining, lumbering, agriculture, shipping, and general industry.

As you know, mining in British Columbia may be roughly subdivided into two groups; we have metalliferous mines, and coal mines. Our coal mines are situated some on tidal waters, and as far as coal mining on the coast is concerned it is a fact that the busiest season is in the winter months. The question of labour is dependent altogether on the market for coal, and the market for coal is not a local market, but the larger market in southern countries, and for bunkering. We also use a certain amount of coal for domestic purposes. Touching on the question of that industry, in order to protect our mining industry and to ensure that the Vancouver island miner will supply the local requirements of the industrial life of Vancouver and other cities, rather than our neighbours to the south, the British Columbia Government has put a tax on oil fuel, and the Premier stated in an address to the provincial legislature that the tax was put on for that purpose. We have had some unemployment among the miners on the coast in winter months, but it is wilful unemployment due to a strike.]

With reference to the fishing industry, a great many people view that as a seasonal occupation. Our salmon canning industry is the largest fishing industry we have, and if you analyze it you will find that practically no one engaged in that industry applies to Mayor Owen for relief, for the reason that the white men engaged in the industry can earn sufficient during the season to take care of them during the period of unemployment. Furthermore, large numbers of men who engage in the fishing industry during the height of the season do it only as part time employment, and go back to their regular employment at the end of the season.

During the canning season large numbers of Indians and a certain number of Orientals,

Japanese and Chinese, are employed, but at the end of the fishing season the Indians return to their reservations and do not become charges on the municipality. As far as the Orientals are concerned, I do not think Vancouver or any other city in British Columbia has ever had to tender relief to an Oriental.

As far as lumbering is concerned, we have the operations carried on in the interior of the province, where climatic conditions are very similar to those of Eastern Canada, but the largest part of the industry is situated in the coast district tributary to tide water, and this is not in any way seasonal employment, but as is shown by the Harbour Commissioners' report, from which I could quote, a large market for our logs is in foreign countries. Unfortunately, in the lumber industry, as was pointed out by the Mayor of Montreal yesterday, there is a situation which seems to some of us not economically sound, in that the raw product, the logs, are exported from our country, while we are suffering from lack of employment at home. It would be much better to export the finished materials made from the timber which is grown in our country.

Hon. Mr. ROBB: Are you advocating that we prohibit the export of logs from British Columbia?

Mr. THOMSON: I am just coming to that, Mr. Robb. We have a situation there to-day where some of our industries are attempting to export the finished product in competition with Japan, which takes our raw logs and manufactures them into the finished product. Japan has gone into competition with us in the Oriental market and even in the South African market. Only recently, I understand from our lumber people, Japan was putting lumber into Hongkong at from two to three dollars per thousand cheaper than our mills in British Columbia could supply it. Japan has recently put on a tariff against finished lumber, and is receiving our logs, and cutting them and selling the finished product in competition with us in the markets of the world. We, it is true, employ to a certain extent Orientals in our mills, but we cannot hope to compete with the Orientals working in Japan, with the living conditions that prevail there. We are not any of us in British Columbia too anxious to employ Orientals, but the conditions that are forced upon us make the use of yellow labour our only chance to do business.

In connection with our lumber industry, a very important industry has grown up in the manufacture of boxes, and we find the same condition prevailing there. Our box manufacturing plants are shut out of the market in our own Empire, because Japan

with yellow labour is producing and exporting boxes to South Africa.

Touching on another matter connected with lumbering, the pulp and paper industry, Mr. Robb knows how he went to Australia to try, if he possibly could, to arrange a preferential agreement with that country in the pulp and paper products of British Columbia and Canada, to develop trade in our products rather than in the products of Europe. In connection with the pulp and paper industry in Quebec, the mayor yesterday brought out the difference in the figures between exporting the raw pulpwood, and the finished pulp or paper.

Our lumber mills in the interior do not really furnish an unemployed list, because their market is chiefly local, on the Prairies, and owing to climatic conditions their labour is so adjusted that it is fully employed in the winter. There are also other industries, such as the cutting of ties and poles, which keep a small part of our people engaged in that occupation fairly busy. As regards the interior, you know that the population of British Columbia is practically over fifty per cent adjacent to tidal waters.

With reference to agriculture, we do not find very much unemployment there, because the majority—

Hon. Mr. ROBB: Before you go into agriculture, would you tell me whether you are advocating the prohibition of the export of logs from British Columbia.

Mr. THOMSON: Speaking personally, after thirty-four years of residence in British Columbia, I believe, and it is the considered opinion of our own association, that it is necessary to do that.

Hon. Mr. ROBB: To do what?

Mr. THOMSON: To stop the export of logs. I have a brief here which was prepared by them, and their recommendation was that both Federal and Provincial Governments should take that matter into consideration, and also the matter of the same thing being applicable to our mineral resources. We have the biggest copper mines—

Hon. Mr. ROBB: Do you say, on behalf of the people you represent in British Columbia, that they are unanimously in favour of prohibiting the export of logs?

Mr. THOMSON: Yes, as far as the British Columbia division of the executive is concerned.

Hon. Mr. ROBB: Let us reason that. If we prohibit the export of logs going to the United States, what will the United States do with your sawn timber?

Mr. THOMSON: What is it doing to-day?

Hon. Mr. ROBB: Is there not a clause in the United States tariff right now whereby they can put a duty on your sawn lumber if we prohibit the export of logs?

Mr. THOMSON: Provided they do, where are they going to get the timber?

Hon. Mr. ROBB: You are advocating one thing, and I am trying to get the other side of it. It has been represented to us by British Columbia lumber interests and sawmill owners that we should not prohibit the export of logs, or it would kill the export of sawn timber to the United States, and I am trying to get your opinion on that.

Mr. THOMSON: It is quite true you had such evidence submitted by sawmill owners in British Columbia when the commission sat, but we have to go to the root of these things. These people are engaged in a dual occupation, that of selling logs to the United States and other countries, and they are also in the business of cutting lumber. As regards the timber situation, a great deal of the timber that is being cut in American mills to the south of us, and exported in competition with our products, is timber taken from British Columbia forests, our own natural heritage. It is being manufactured into the finished product on the other side, giving employment to American citizens, at the expense of our own Canadians.

Hon. Mr. ROBB: We want your point of view on the record.

Mr. THOMSON: That is our point of view.

Hon. Mr. ROBB: I want to make it clear that you are not representing the views of the manufacturers of that part of the country, or otherwise they have misrepresented the position to us, because they advocate exactly the opposite of what you are doing.

Mr. THOMSON: A great many of these manufacturers are members of our association. I heard the evidence from our association during the sittings at Vancouver, and it bears out exactly what I say. I also heard the evidence of individual owners who were engaged in a profitable thing. We are not speaking for the entire community. There may be men in the business, as you are well aware, who are not in our association, but I am speaking for our association, from their brief.

Hon. Mr. ROBB: How many sawmill men do you represent?

Mr. THOMSON: I could not say that right off, but I could furnish you with that information.

Hon. Mr. ROBB: What proportion of them?

Mr. THOMSON: I would say the major proportion of them are members of the C.M.A.

Dealing with minerals, the same suggestion is offered. We are not in a position to make a definite recommendation as to that, because there are many factors that enter into the situation, but we think a survey should be made of the whole question. We are producing more copper ore at the Britannia mine than any other mine in the world, and that ore is concentrated and smelted outside this country, at Tacoma, and is shipped back into this country as the finished copper products. The ore that is produced up at Anyox is shipped as a mat down to New Jersey, where it is refined. We have to-day a monthly sailing to Belgium, taking our zinc and lead concentrates to the amount of six and seven thousand tons a month. Why could we not be selling these countries our finished metals, instead of our raw materials?

Hon. Mr. ROBB: What steps would you suggest in order to reach that goal?

Mr. THOMSON: It requires investigation. British Columbia should produce all the pure metal itself from the ore, but there are many factors that enter into its economical production. You have your transportation costs and getting your various ores which will flux properly to produce your metal. It is a question which should be investigated. The people who are operating these mines are largely citizens of our neighbour to the south. They have come in to develop our resources. They live in the United States and have supplied the capital, and we are glad to see them come in and carry on development, but there might be a suggestion that they do a little more of the work on these ores in our own country. It is a question which should be investigated. We are not prepared to advise on it one way or the other, further than throwing out the suggestion that it might be gone into.

Hon. Mr. ROBB: You have really nothing to offer on that?

Mr. THOMSON: I offer the suggestion that both the Federal and Provincial Governments take the matter into consideration and make an investigation.

Hon. Mr. ROBB: They have been considering it. But do you advocate that we prohibit the export of these minerals?

Mr. THOMSON: I have just said that we are not in a position to come to a decision

on it on account of the economic factors existing. At the present moment I am not able to go further than that.

So far as agriculture is concerned, the fruit industry is a seasonal industry to a certain extent, but it is mostly in the hands of small farmers. When the picking season is on, especially small fruits adjacent to the coast, extra help is engaged, but it is mostly children on holidays from school, and when the work is over it does not create unemployment, because no one goes there with a view to being employed the entire season. In the picking season in Okanagan, a certain amount of help is engaged, but it is pretty well taken care of in the early part of the year in spraying and looking after the trees, and in the latter part, there is the picking and packing. Poultry raising and dairying, as you can readily understand, are steady, all the year round occupations, and do not contribute to the unemployment situation.

With regard to shipping, it is a fact that the development of shipping on the Pacific coast has been a large contributing factor toward the prevention of unemployment. A great deal of wheat passes through our ports from the prairies, and one of these vessels coming in spends probably \$3,500 or \$4,000 in lumber, materials, carpenters' wages, furnishing work to many men lining the ship, stevedores, and miscellaneous employment in and about the grain elevators and on the boats. It also contributes to a certain extent to creating employment for our coal miners, for the ships take bunker coal for their different voyages from the port of Vancouver.

There is one matter in connection with shipping, which has been frequently before the Federal Government, and which our executive think possibly contributes to unemployment, and that is the question of a Custom House officer at New York to facilitate the free exchange of products by water between the Atlantic and Pacific coasts. We in Vancouver and British Columbia, as you know, have been agitating for this service for years. The late Government gave us very little consideration. However, this year there was an order in council passed providing for the appointment of an officer at New York, and I understand that an officer was appointed, but the order in council provided that this method of transportation could only be used if the vessels carrying the products were of British registry, and that has resulted in giving us no service at all, because there is no such service from New York. I ascertained from the Merchants' Exchange that up to the date of my leaving Vancouver only one vessel of British registry

has sailed from New York to Vancouver since the first of January. It sailed under charter, in ballast, to load wheat, and would not perform a regular service. The development of the Panama canal has had a vast influence on the question of transportation on the American continent. I have here—it is probably not necessary to give the details—a record of the movements of vessels and tonnage by that route. There are some thirty steamer lines plying between the American Atlantic and Pacific coast ports, eighteen of them calling at the port of Vancouver, and with no British bottoms available for the handling of Canadian products a great deal of purchases that would be made in our domestic markets here are forced by economic reasons to be made in the United States. Not only that; there is a very efficient and regular service via the Panama canal from Great Britain. We can get goods out of some of the British ports once a week. To give you an example of the handicap the manufacturer in Eastern Canada is under, it took the *Torham* Van sixty days to go round from Montreal to Vancouver, whereas British goods leaving at the same time on the *London Merchant*, of the Manchester Line (and in view of the depreciated currency and the reduction of the tariff you can get British goods on the same basis, and in some cases a little lower) were delivered to me in twenty-three days. With the present method of transportation that is afforded us, it is utterly impossible for economic reasons to purchase these goods in Eastern Canada. Take blankets, for instance, which are largely used by our poor people in British Columbia. It costs 17 per cent by rail transportation to haul these goods from Eastern Canada to Vancouver. We can lay down similar goods of British origin in Vancouver probably as cheap as the mills sell them in Eastern Canada. Not only are British goods being sold in British Columbia, but I saw an advertisement not long ago of a large departmental store in Regina announcing that by reason of water transportation they were able to sell imported goods more cheaply. The suggestion from our executive is that if the customhouse officer were authorized to allow Canadian goods to travel on the service we now have via New York, and that trade were developed, it would mean greater purchases by the western country of the goods made by the manufacturer in Eastern Canada.

With regard to general industry—

Hon. Mr. ROBB: Before you leave that, if your evidence is correct, the eastern manufacturer is suffering more from freight tariffs than from the customs tariffs?

Mr. THOMSON: No. I say he is suffering from both.

Hon. Mr. ROBB: But more from freight tariffs.

Mr. THOMSON: I did not say that.

Hon. Mr. ROBB: I understand you to say there was a freight charge of 17 per cent.

Mr. THOMSON: I said that it costs 17 per cent freight charges to bring blankets by rail from Quebec to Vancouver.

Dealing with general industry we are to-day in British Columbia, as you know, the third industrial province of Canada. We have between 2,600 and 2,700 plants engaged in industry. These are mostly small industries that have been established to supply the requirements of the home market, but some of them reached the point where they are selling not only to Eastern Canada but to foreign countries. I might refer to a plant engaged in the textile trade that was closing down. I personally was asked if I would take an interest in it. I had an obligation to see another party in Eastern Canada, who was a manufacturer of textiles of a similar character, and what was his advice to us? That we put that plant in Seattle, where we would have a protective market, and where we would be able to compete with the lines of bathing suits and knitted goods coming in from California. I might say that that gentleman who gave me that advice in Eastern Canada is a Liberal, and his father was a Liberal Senator before him, though he is now dead.

Hon. Mr. ROBB: How much protection have they on those knitted goods?

Mr. THOMSON: The protection they have now is between 17½ and 22½ per cent on some lines. They had originally a protection of 35 per cent against American goods.

So far as inter-dependent industries are concerned, during the war British Columbia did her part, and some of the plants that were established during the war have been converted to supply the basic requirements of our country. I should like to refer to the question of mining and logging machinery. The recent session of Parliament saw the removal of what was necessary protection to allow these companies to exist. We, on behalf of the manufacturers, approached the mine owners, who were the first interested, to see if they had any representations to make for the removal of the tariff on mining machinery, and they assured us they had not. The Mining Association of British Columbia also assured us by wire, a copy of which was sent to the Minister of Mines at Ottawa, that they

had made no such request, that it would be of no assistance to them, and would tend rather to reduce their home market and interfere also with other industries. As regards mining and mill machinery, we had 80 per cent of the business done in logging cars and locomotives done by the local manufacturer, but to-day their plants in Vancouver are practically repair plants. Two weeks after the tariff was changed I went down with an insurance agent who was taking a policy on \$65,000 of logging equipment going through Vancouver island for the people who were logging for United States mills, who owned that timber and were taking it to the United States, and all the profits accruing in the taking of it out went to the other side. That plant came from the neighbouring state of Washington. That particular logging car was probably not all made in Vancouver. The wheels and trucks and different parts were manufactured in Eastern Canada, and taken out there and assembled. To-day, owing to the change in the tariff, we find that that work is being done in the state of Washington, and Mayor Owen will bear me out when I say that some of our mechanics are still unemployed, and others have gone over to Washington, or have taken up some other means of getting a livelihood.

And so, Mr. Chairman, we feel, as manufacturers in British Columbia, that the real solution of this whole unemployment question is to allow those who are engaged in the production of manufactured goods in this country to enjoy their home market, so that they may develop and sell, as we all want to see them, in the markets of the world. It is not possible for us on the Pacific coast, and I think our eastern friends will bear us out, to meet the competition of depreciated currency in Europe and cheaper wages. None of us on the Pacific coast want to get down to the standard of living of the yellow man, and you cannot make every one go out on the farm and make them grow their grain. You have to consider the whole citizenship of Canada, and we in British Columbia feel that the problem can best be solved by a readjustment of the tariff to give adequate protection to Canadian industry.

Hon. CHARLES STEWART: How many people are employed in your textile industry in British Columbia?

Mr. THOMSON: In that particular plant that we closed down there were some 65 employees.

Hon. CHARLES STEWART: How many are engaged there in the manufacture of logging machinery?

Mr. THOMSON: I could not give you those figures, but Mr. McNiven has the report in his hand.

Hon. CHARLES STEWART: Mr. Thomson has made a case for 65 employees in that textile industry. How many people are engaged in the other industry that he mentioned, that of the manufacture of logging machinery?

Mr. McNIVEN: I have not that information.

Mr. THOMSON: The payroll affected by that was something like \$2,000,000.

Hon. CHARLES STEWART: That is not the question. I asked how many men were employed.

Mr. THOMSON: I cannot answer that, but I will furnish the information.

Hon. CHARLES STEWART: I would be very glad if Mr. McNiven would get it for me.

Mr. McNIVEN: I would be glad to get it, but I have not the detailed information here.

Mr. L. P. DESLONGCHAMP (Manager, Slater Shoe Company): Mr. Chairman, I represent the boot and shoe manufacturers of Montreal. I absolutely agree with what Mr. Thomson has said, and generally speaking our industry has suffered from the causes he has pointed out.

The present unemployment in the Canadian shoe manufacturing industry is due to a combination of causes. It will be remembered that, during the war and the period immediately following the war, there was an abnormal demand for boots and shoes, not only in the home market but also for export. The requirements of the military forces were greater than those of the same number of men in civilian life. Besides, money was plentiful and the civilian population purchased boots and shoes more frequently than in the pre-war period.

Our export trade was developed to an important extent: in the fiscal year 1919-20 Canadian made boots and shoes were exported to the value of \$5,679,720. When the depression came, our export business fell off sharply, and, in the fiscal year 1922-23, the value of Canadian boots and shoes exported was only \$130,034. There has been an increase in export shipments since that time, but during the twelve months ended July, 1924, the total value of exports of Canadian made leather footwear was only \$327,875. This sharp curtailment of our export business, which has been caused by exchange, high

tariffs imposed by other countries, and a general curtailment of buying demand, represents the full-time output of something like 1,500 Canadian shoe factory workers.

In this connection it should be pointed out that, under present conditions, there is no possible way in which Canadian exports of shoes can be increased immediately to any large extent. Practically every country in the world is protected against imports from Canada by high tariffs, or by exchange and cheap labour. In the case of the United States, there is a tremendous over-production in the shoe industry there, and while some of the Canadian factories are selling some specialty lines across the international boundary, no Canadian shoe manufacturer can afford to make a large expenditure to build up trade in that country, because such trade would be liable to be cut off over night at the whim of the United States Commerce. Indeed, an agitation, which has the support of the Shoe Workers' Unions in the United States for tariff protection for the shoe manufacturing industry of that country, is gaining strength. Under these conditions the Canadian shoe manufacturing industry and the employees of such industry must depend almost entirely upon the home market demand for their products. If that demand be curtailed to any important extent by importations, there is no possible way by which the Canadian factories can make up for such loss by developing trade abroad, and unemployment must result.

Considering the Canadian home market demand, we find that the reduced volume of buying of Canadian-made boots and shoes also is due to a variety of causes. Unquestionably there has been a sharp diminution in the buying power of our population; this is reflected in a demand for cheaper lines of footwear, even at the sacrifice of quality. The extent to which buyers are insisting upon cheaper materials and cheaper lines when ordering footwear is a striking proof of the reduced purchasing power of their customers. The demand for cheaper qualities of boots and shoes has involved a serious situation for the Canadian firms making the better quality products. It is this condition which explains to a large extent why some plants have been fairly busy, while others have been practically closed or have been working very short time only.

At the time when Canadian factories were confronted with difficulties on account of readjustments and changes after wartime development, by the almost complete disappearance of their export trade, and by a sharp curtailment of home demand, the situation

has been further complicated by a sharp increase in importations, particularly from the United Kingdom, without analyzing in detail the causes responsible for the rapid growth of importations, it must be plain that these have been due to exchange, cheap labour in the United States, and the low rates of the British Preferential Schedule of the Canadian Tariff (now only 15 per cent under Tariff Item 611, and 15½ per cent under Tariff Item 611a, after allowance for the deduction of one-tenth on importations directly to Canadian ports.) Wages to shoe factory workers in Canada are from 60 to 100 per cent or more higher than the wages paid in England for similar operations.

In the twelve months ended June, 1924, importations of boots and shoes, other than those of rubber, were as follows:—

From the United Kingdom.. . . .	\$ 938,772 00
From the United States.. . . .	958,834 00
From the Other Countries.. . . .	75,164 00

Total.. . . . \$1,972,760 00

The latest report of the Dominion Bureau of Statistics, based on the census of the Leather Boot and Shoe Manufacturing Industry in 1922, shows that payments to employees represented in that year slightly more than 30 per cent of the value of the industry's production. If the demand which was made by importations had been supplied with Canadian footwear, an additional \$600,000 would have been distributed to Canadian shoe factory employees. As the present organizations would have been able to supply this additional business without any considerable increase in the number of executive officers, superintendents, foremen, etc., the additional payments in wages would have gone principally to those who are most in need at the present time, and full time employment would have been provided for more than 600 additional workers. It is a conservative estimate that at least an equal number of additional persons would have been employed in providing materials and supplies for the boot and shoe factories, if the business represented by imports during the past year, and lost to Canada, had, instead, been retained in this country.

While importations may not represent a very large proportion of the total quantity of boots and shoes distributed in Canada, because as yet competition from the United Kingdom has been confined principally to a few lines, nevertheless this business, if retained in Canada instead of going abroad, would have effected a notable improvement in the situation at a time when it is urgently, and almost desperately, needed. The additional quantity now represented by importations could be

supplied by the Canadian factories with only a comparatively small increase in their present overhead expenses, and the effect would be to reduce unit costs of manufacture and selling prices. The importations also have been especially serious by reason of the fact that they represented a diversion of business from the Canadian factories making the higher qualities of footwear, and the present situation is such as to discourage quality production in Canada.

The startling rapidity with which importations from the United Kingdom are increasing indicates that the situation is likely to become much more serious unless adequate customs safeguards be imposed. In June, 1924, no less than 44,663 pair of boots and shoes were imported from the United Kingdom as compared with 13,772 pair in June, 1923—an increase of 238.8 per cent. In respect of values the amounts were \$77,137, and \$45,220 respectively—an increase of 70.6 per cent. Importations of women's and children's shoes by United Kingdom manufacture are increasing. It is known that a large volume of Canadian orders are now in factories in the United Kingdom and that samples of some of the finer lines of Canadian made footwear for women have been sent to England to be copied by the cheap labour factories there and exported to Canada to compete with shoes made in Canada.

There is absolutely no necessity for any importations of boots and shoes into Canada, as the Canadian factories produce a very wide range of boots and shoes in qualities which, in the words of Mr. F. W. Knowlton, Manager of the United Shoe Machinery Company, of Canada, Limited, "will give better service, grade for grade, than any corresponding shoe of any other make." Moreover, the intense and absolutely unrestrained competition amongst the large number of shoe factories in Canada is a guarantee to the public of prices based upon the most efficient methods and the utmost economy, which prices leave little, and in many cases no, return to the manufacturers themselves.

Since the war, more than eighty shoe manufacturing firms have failed, been forced into financial reorganization or discontinued shoe manufacturing because they could not get a reasonable return on their investment. This exceedingly heavy casualty list has not brought about any slackening of competition, because in most cases the assets have been purchased at bargain prices and the businesses continued, usually under other names. Besides, many of the shoe manufacturing concerns have added new lines in an effort to maintain their volume of production, and this has resulted in

intensified competition and, in many instance, complete elimination of profits. In other words, our industry suffers because our labour in this country cannot compete with cheap labour on the other side. There is no profit in importing boots and shoes so far as the public is concerned. This morning I saw in an Ottawa store that the goods imported from the other side were not sold at a price to give the customer the full benefit of the cheap price paid for them. The price set depends upon the standard price for goods made in this country, and the profits are pocketed by the retailer.

Hon. Mr. ROBB: You have given figures of imports from the United Kingdom. Have you any figures showing the export of Canadian shoes?

Mr. DESLONGCHAMP: Yes, and what I have is correct.

Hon. Mr. ROBB: Perhaps I can give them to you. I have them right here.

Mr. DESLONGCHAMP: The last time we were here we were confronted with your figures, but they said in the newspapers that our figures were right and yours were wrong.

Hon. Mr. ROBB: I have a letter here from the Dominion Statistician, Mr. Coats, dated September 2, 1924. You gentlemen have been giving statistics, and I suppose they should be as good on one side as on the other. Mr. Coats informs me that in the fiscal year ended March 31, 1924, that is for the whole year, we exported to the United Kingdom only 8,645 pairs of leather boots and shoes. Already this year in the four months ended July 31, 1924, we have exported 31,980 pairs to the United Kingdom. I will tell you why I had those figures looked up. When I was in England recently a Canadian boot and shoe man told me we were exporting considerable boots and shoes to the United Kingdom: I said, "It cannot be so", but he said, "I know", and he gave me the name of one firm doing the exporting. When I came home I immediately got Mr. Coats to give me the figures. You say it has increased 70 per cent, but according to the figures given me it has increased something over 100 per cent. I will read the letter to the Committee, so that it may go on the record. It is addressed to my private secretary, and is dated September 2:—

Dear Mr. CULLEN:

Exports of Boots and Shoes to Great Britain.

The minister's report on the increase of boots and shoes to Great Britain is correct. In the entire fiscal year ended March 31, 1924, we exported only 8,645 pairs of leather boots and shoes, valued at \$29,072. Already

this year in the four months ended July 31, 1924, we have exported 31,980 pairs, valued at \$44,672. Recent exports of rubber boots and shoes (exclusive of canvas boots with rubber soles) have similarly been going up in the last four months.

and then he gives the figures in detail which show a considerable increase.

Mr. DESLONGCHAMP: That is true, I admit; but I go further. We export a few shoes, and I am proud to say that our Canadian factories can make goods that are appreciated in Chicago and everywhere, but all together our export business amounts to only \$327,000, while there was an increase in 1920 of \$6,000,000. But altogether the value of our export business is just \$130,000, whereas in 1920 it reached \$6,000,000.

Hon. Mr. ROBB: But, Mr. Deslongchamp, a large part of that importation came from the United States, and there has been no change in the tariff on boots and shoes from the United States since this Government came into power.

Mr. DESLONGCHAMP: I am just speaking about the cheap labour that we are confronted with. We have to pay our labour \$25 and \$26 a week; and I have not the heart to offer them less, because they have rent to pay, they have to feed themselves, they have to live decently. When we have to pay them such a wage we cannot compete with the cheap labour on the other side. Furthermore, the English manufacturers of boots and shoes get their leather in Russia, and they import from Germany and take advantage of the depreciated currency. Part of those goods that are coming into this country are coming from Germany. They are just labelled "Made in England"—that is all. That is the situation we have to face.

Hon. Mr. ROBB: That may be, but in the stores in England and in Scotland—I purposely went in to price them—boots and shoes are much dearer, retail, than they are in Canada.

Mr. DESLONGCHAMP: I suppose so, because they use this country as a dumping ground and we are willing to permit them; because we do not bother about our own business, but look after the business of others. I think that is just the situation of the shoe industry, and we should look at it from a non-partisan standpoint. We are all here to help the Government, and there is no sentiment against this policy or that, but the sooner we get rid of that British preference in favour of goods made on the other side, whether in Germany, Russia, France or England, the better it will be for the labour class in this country.

Mr. THOMSON (Vancouver): Mr. Chairman, may I be allowed just a moment, to corroborate something that my friend has said on the boot and shoe industry. Last year I had the privilege, being President of the Vancouver Board of Trade, to make a trip to Great Britain with a number of delegates from that body. That was one of the subjects brought to our attention by the manufacturers of leather in Northampton, from where a great many of those boots and shoes come that enter this country.

Hon. Mr. ROBB: That is the biggest shoe manufacturing place in England.

Mr. THOMSON: We met one of the leather tanners who showed us through his plant and urged us to try to get his product on our market here—among our boot and shoe manufacturers, because his market at home, among the English manufacturers, was gone, owing to the importation of cheap leather, just as my friend has said, from Germany.

I want also to say that I overlooked making some reference on behalf of our division to the boot and shoe industry in British Columbia. The competition is even keener there than it is here, owing to water transportation, because, as you are probably aware, the freight rate on boots and shoes and other commodities shipped to Vancouver, notwithstanding the greater distance, is very much less than the Atlantic rate. One of the largest industries there is that of the Leckie Company, who tan their own leather in New Westminster; so that to-day the boots and shoes they manufacture are really a natural product of our own country. Mr. Leckie informs me in this brief, which I will leave with you, and which has been prepared for the division, that to-day, when the depreciated currency and freight conditions are taken into consideration, they have only 10 per cent protection, and that since this has gone into effect his staff has been reduced from 25 to 30 per cent, because he cannot get orders. Going through Winnipeg, I met his son, who had then made a survey of the district, calling on the trade, and he said that in that territory he found it impossible to compete against the British shoes.

Hon. Mr. ROBB: In Winnipeg?

M. THOMSON: That refers to Winnipeg and the prairie district. He found it impossible to compete against the British shoes.

(The memorandum referred to by Mr. Thomson and filed by him reads as follows:—

The Government has been fully apprised at different times by the boot and shoe industry as to the effect of the present tariff policy on that class of industry,

and it is not the speaker's place to refer to that matter at length except to say that our boot and shoe industry on the coast, which is capable of great development, is just as seriously affected by European competition as are the Eastern boot and shoe manufacturers, for the reason that low ocean freight rates from European ports to British Columbia ports via the Panama Canal and depreciated currency offset to within 10 per cent the duty applicable to this class of imports. Employment in this industry in British Columbia has already reduced between 25 per cent and 30 per cent on account of European competition, and those interested are convinced that more serious effects will follow unless a change is made in the Canadian tariff policy.

Mr. JOSEPH PIGOTT (Hamilton, representing the Association of Canadian Building and Construction Industries): I desire to speak directly on the question of remedies. Creeping up in the discussion of yesterday once in a while was the suggestion that construction work be gone on with. You will have noticed that in almost every reference that was made to it the excess cost of it was taken as a matter of fact. Everyone just assumed, as you will probably have noticed, that winter work was of course very expensive and it was a question of who was to pay the additional cost. I am mentioning this because what we have to contribute to this conference is a short memorandum on the cost of winter construction, and we feel that if it can be shown that a large part of this assumption is not founded on fact at all, that is of tremendous importance. We have therefore written our memorandum and we wish to leave it with you, not only as a suggestion for immediate treatment of the unemployment situation, but as a basis for a change, a permanent change, in your policy and the policy of all the governing bodies in the letting of public works. If you will permit me I will read this.

A great deal has been said in the last five years of our "problem" of seasonal employment, meaning that certain of our industries operate at a high peak during the summer and almost cease operating during the winter. The outstanding example is the building industry.

An examination of the figures, as presented by MacLeans Daily Reports for contracts awarded, shows to what an extent the general public clings to the idea that if you cannot build in the spring or early summer—then don't build until you can. We see that in 1922 orders were placed in June totalling \$36,000,000, and that in January they fell to \$9,000,000. Last year orders totalled \$50,000,000 in June and dropped to \$8,000,000 in January.

These figures show quite clearly the public attitude.

This association feels that, largely through the changes in methods of construction, of recent years, this attitude is not justified, and further, we have a duty to perform in the interest of national progress, in doing all that is in our power to correct this condition.

The crowding of the market in June, and the neglect of it in January, is one of the most important causes for high costs in construction. The summer congestion means high cost not only for summer, but for the whole year. It is the scarcity of men at that time which dictates our relations with labour, both as to working conditions and rates of wages. It is the short abnormal market which affects our material prices. Contrast the excitement of the summer months of an average building season with its scarcity of workmen, its material and supply houses vainly trying to keep everyone satisfied with deliveries, with the unemployment of the winter and the idle plants and material yards with overhead charges piling against them higher every day. What a burden summer construction, yes, all construction, carries on account of this.

If then it can be shown as fact that the prejudice against fall and winter work is not properly founded, it becomes an urgent duty on the part of all of us who have a knowledge of these things to correct this condition as quickly as possible.

Without going into too many details let me point out a few features of the question as they appeal to me. In the first place the actual winter period is a matter of but eight to ten weeks' duration—the last week in December, the months of January and February. In the second place there are only certain parts of the work of constructing a building that are affected, namely, mass concrete, reinforced concrete, form work for concrete, brick, tile, and other materials laid in mortar.

These two features alone confine our problem to narrow limits, which if only properly understood would change entirely the attitude of the layman interested, directly or indirectly, in building undertakings.

But, further than that, we claim that modern methods which make for such fast building operations have practically eliminated the dangers of construction in this eight or ten week period. There are many who contend that we have not yet overcome the difficulties of reinforced concrete construction in low temperatures. Admitting for argument's sake that there is a risk there, and for the same purpose admitting that additional cost is there, why need this work be done at this time? Certainly it is no reason why April, May and June are overloaded in the way they are.

Will anyone claim that under modern approved methods there is any danger or additional cost to a building once closed in during this period? With such methods the exposure to cold of the particular kinds of work referred to for this short period is unnecessary and almost 100 per cent controllable. My own company erected the reinforced concrete structural portion of a six-storey building 120 feet by 120 feet in 37½ working days. Other companies are doing the same thing. In buildings that take anywhere from six months to a year to complete is it unreasonable to claim that the contractor now controls this factor?

But we are not going to admit that even those eight or ten weeks present any insurmountable difficulty. We do not contend that it is just as safe in the winter period as any other time, for it certainly requires more attention and undoubtedly at certain points causes additional expense. That is why we say, do this particular part of the work at the proper time. But in the odd instance where it has been done and undoubtedly will be done with greater and greater frequency, a study of the results does not support the high cost objection. In Ontario, at any rate, and during the past two years in particular, judging from my own experience, winter costs in concrete and form work do not suffer by comparison with our best summer costs. We are prepared to present the cost data to support this. However, we have colder provinces than Ontario, and we have had colder winters than the last two; so in the matter only of exposed reinforced concrete construction we say, do this at the proper time—it is a very small part of the problem. Of all the balance of the exposed work, brick, framing, formwork, I have cost data which is actually in favour of winter work; and for the inside work, the protected work, there can be no argument about that.

There is probably a good deal to be said in favour of launching house construction in the spring and early summer. In this class of work it is usually the objective to have everything finished and ready for occupancy before cold weather. A great deal of what I have said applies only to larger undertakings. There is no particular reason why the housing portion of our building programme should be changed, and a good deal is to be said in favour of the present custom. Housing, however, represents only one-third of our building. If May and June were given over to housing, and September and October to public buildings and construction of buildings of the larger type, say from \$50,000 up, what a change there would be in that curve! What

a reasonable, logical thing to do; and yet how hard it is and will be to bring it about.

It is of course very easy for a contractor who has made any study of this matter to set facts as he has found them before a very limited number of people. It appears to me, however, that this might be done for years without any definite progress being made. It is possible that a proper investigation made by your Government, assuming that its findings agree with our contentions, followed by proper publicity, would have the desired effect. Furthermore, again assuming that we are right, governing bodies of all kinds would then be justified in taking the initiative by launching their building programmes in the fall.

In any steps that this conference sees fit to take to set about changing the prevailing customs of this country in respect to the building season, you may depend upon the enthusiastic support of this association.

Mr. JOHN B. CARSWELL (Toronto): Mr. Chairman, ladies and gentlemen, I want to endorse what Mr. Pigott has said, but before I do so I want to register an objection. I want to register an objection to the atmosphere of this meeting. When I listened yesterday, and again this morning, to the discussions that went on around here, I could not help wishing that I had the power to take this conference ahead three months—on to, say, the first of December, and to introduce them to a tall, thin, emaciated, lanky man walking down the main street in Ottawa, with the snow and the sleet blowing in his face, with his boots leaking, and with his threadbare suit, looking for work, and going home, as he had been doing night after night, to his wife and children to tell them the same story. I think that if every man and woman in this room would simply concentrate for a few moments on the thought of that person and on what we are here for, then the Canadian manufacturers would not stick in the tariff quite so often, and Tom Moore would not stick a six-foot fence around his four-cornered resolution and would not refuse to take it into committee in case it be altered, and the municipalities would not be passing the buck to the Dominion Government, and the provincial authorities would not be sitting back jockeying for position, and, finally, the Dominion Government would not be dealing with the British North America Act.

May I appeal to this conference to consider what we are here for, and consider what is going to happen in this country. I am no pessimist, but I can see what is going to happen all over Canada in three or four months from now.

Now, to go on with the matter of construction. Mayor Murphy, of Halifax, dropped a casual remark yesterday that might form the keynote of anything that I have to say. He started out by saying, "On the first day of May, when our appropriations become available." Now, there is one of the keynotes of the situation from a construction point of view. On the first day of May all appropriations, practically without exception throughout this country—appropriations controlled by municipalities in the first place, by provincial governments in the second place, by the Dominion Government in the third place—all appropriations become available on or about the first day of May of every year.

I remember that fifteen years ago, or ten years ago, the first of May in my own city of Toronto used to be a day when the bricklayers and the plasterers and painters and paperhangers and carpenters all come out—like the blossoms and the birds and the little children—and cried, "Hurrah! It's the first of May. We'll now start to work." And why? Because fifty years back it was impossible to do any work in Canada during the winter time, and it was the first of May before you could start work.

In the construction industry during the past twenty years there have been great improvements made in the methods used. We have got the construction industry, we believe, to such a pitch of efficiency to-day that, as Mr. Piggott has said, we can tackle practically any form of building construction during any period of the year. I want to make this reservation, that there are certain wind-swept, cold provinces out west, that we have heard about to-day and yesterday, where you cannot build even ordinary buildings efficiently in the winter time, and at certain places when the temperature goes down to 40 or 50 below zero you simply have to give up. That is Canada, and we cannot get away from Canada. But out in British Columbia, in certain parts of Manitoba, in Ontario, in Quebec and the eastern provinces it is certainly possible, and economically possible, to construct buildings all during the winter, as well as the rest of the year. As to such work as the Welland canal, referred to yesterday, I do not say, and I would not dare to say, that it can be done as economically in the winter time as it can in the summer—with all due deference to St. Catharines. It may be a pity, but I think myself it is true. I do not think work such as the Welland canal construction represents what can be done as economically in the winter as the summer. Whether it is advisable to go on with such work as the Welland

canal represents, is another story. Mr. Moore has presented his side of the case, and I think I agree with him.

What I want to suggest is this. I am going to prophesy that before my hair gets much greyer what I am now recommending will have to take place in Canada. That is, we must move from the first of May either backward or forward to the first of October or thereabouts. I venture to predict that if the first of May were changed to the first of October, when the appropriations would become available, tenders would be called, and the answer you would get from the construction industry would not be a prophesy or an opinion, professional or otherwise; it would be an answer in dollars and cents which would prove to any municipality or any national body that work can be done in the winter time just as cheaply as it can be done in the summer time.

As to the cost, Mr. Pigott has outlined to you the great peak that we have in the volume of construction in the spring of every year. We have a tremendous peak. It is a deformity in the construction industry. This deformity rises away up in the months of May, June and July, and drops away down again in January. Corresponding to that curve is another called the curve of construction costs, which follows point by point, although not to the same degree, each fluctuation in the volume of business. In other words, the cost of building increases according to the increase in the volume of business, so that you have the peak of costs in the summer of every year and a drop in costs in the winter of every year. Therefore is it not logical to conclude that the time to place your contracts is the fall of the year.

I realize that this change would represent a considerable disturbance. I realize that elections and appropriations have all started around the first of January every year, and under the present system it is about the first of May before municipalities have money available and can get busy; but I say that it is the duty of every mayor present here to consider seriously whether or not the constitution or by-laws cannot be changed, so that the elections should not take place and the appropriations should not be made available in the spring of the year, but in the fall. I would also suggest to the provincial and Dominion governments that the same matter be taken into very serious consideration by them. I realize that it means that a Dominion Government must have the nerve and the strength to run a budget for eighteen months, or to shorten it to six months. That would be

probably a great disturbance of the financial arrangements of the country, but I think that the situation is so important that the thing should be considered and some steps taken by the Dominion Government simply to reverse the present method and change the first of May to the first of October.

Mayor Farmer of Winnipeg made the remark that it is of no use to delay construction until the winter time, and I agree with him absolutely. Why set aside appropriations in the spring of the year and then delay the work until the winter? Heaven knows we have little enough work as it is, and all that you are doing is prolonging the agony. What we have to do is to split up the work, and we have to advance our financial arrangements in this country, both for the municipalities and the Government, so that the moneys will be available in the fall of the year.

Mayor Hiltz made a remark yesterday which I want to correct. He said he thought it was the duty of every municipality representative to go back and confer with his department heads and consider what work can be done this fall and this winter. I want to say in reply to Mayor Hiltz that he does not need even to go back and consult with his department heads. All that he has to do is to call for tenders, and, as I said before, he will get from the construction industries an answer in dollars and cents, and I think he will find that for the great bulk of the work that is in the back of his mind there will be no need for additional appropriations. There will be no need for relief of any kind. It will be simply a case of straight business between the municipalities and the construction industries.

Before I sit down I want to say that I was very much interested indeed in hearing from Hon. Mr. Murdock that he has in his possession a list of building activities or public works that might be gone on with this year, and I think we should open this conference up to a discussion of such undertakings. We in the construction industry are vitally interested, and certainly everybody else in the room is vitally interested, in knowing what the Dominion Government can do in advancing this work.

I thank you.

Hon. Mr. MURDOCK: Mr. Tom Moore, on behalf of the labour representatives at this conference, asks for permission for Mr. Frank McKenna, Vice-President of the Railway Shopmen's Federation, to speak to the conference. I presume there will be no objection.

Alderman MILLER (Toronto): I was on my feet, Mr. Chairman.

Hon. Mr. MURDOCK: This is Alderman Miller, of Toronto, taking the place of Mayor Hiltz, who was called away last night.

Alderman MILLER: I wanted to correct something that Mr. Carswell said with regard to Mayor Hiltz. I do not think that it was the intention of Mayor Hiltz to say that he would go back to his different departments in Toronto and see what work was to be done this winter. That had already been carried out by the committee in Toronto this year. Toronto is in a position to state definitely to-day, if necessary, just what works we can carry on.

And, Mr. Chairman, I am very glad that this conference has taken a turn this morning to meet what I think was your intention in calling it. I think that to-day we are on the right track. If all will just follow the same course—if we can get some idea of what every municipality can do to relieve the situation, if the provincial governments will come out and tell us what they are in a position to do to relieve the situation from the standpoint of work, and if the Federal Government will also come out with a definite plan of work—I think probably we shall get somewhere to-day.

I was interested in the discussion of the unemployment situation and I had the honour of speaking to the Builders' Exchange in Toronto at the beginning of this year, when I laid before them a definite scheme of work that governments and municipalities could do during the winter season, and the remarks that Mr. Pigott has given you to-day practically meet with the ideas which I had at that time. I want also to endorse every word that he has said with regard to costs. The day has gone by when winter work is considered to be out of the question. When we talked of doing certain work in the winter time, municipal and governmental authorities used to say, "Oh, the cost is too excessive." Now we have facts that prove that construction work can be done just as cheaply in the winter months as in the summer. I am very glad, as I say again, to endorse every word Mr. Pigott said.

I wished just to point out, Mr. Chairman, that I think we are on the right track and if everyone will visualize, not his own little community, but the whole of Canada, and if we all try to relieve the situation by a general scheme, we shall accomplish satisfactory results. Let us not think of Toronto particularly. I came here to think of the whole of the Dominion of Canada, and to see if I could not give some idea that might help to relieve the unemployment situation all over this country. Let Toronto not step

in and say, "We have a terrible condition there and it must be relieved." Let us try to consider the problem as Dominion-wide, and I am satisfied that if we do, we shall get somewhere.

Hon. Mr. MURDOCK: Mr. H. J. Mero, representing the Association of Canadian Building and Construction Industries, Windsor, Ont.

Mr. MERO: Mr. Chairman, practically everything that I had to say has been covered by Mr. Pigott and Mr. Carswell, and I just want to say that I would like to see the Dominion Government start in immediately with the programme of winter construction. It has been pointed out by the gentlemen who have spoken for the construction industries that the work can be done almost as cheaply. Assuming that it cannot be done as cheaply, it does not make a great deal of difference. If we do not give the workmen of Canada something to do on construction or other works, we shall have to take care of them otherwise, as it is an economic question. I would therefore recommend that all of this work be started immediately.

Another thing, which has not been touched on, is a campaign or propaganda by the newspapers and the various governments and municipalities for winter construction. Now, it seems to me that if the newspapers of the country were to propagate that sort of thing, the people who have money and who contemplate building in the spring would start their construction programme probably in the winter.

There is another thing about this winter construction, and that is the standpoint of the manufacturers of building products. I happen to be one of those manufacturers, and for four months every year our plant is practically closed down, simply because there is no winter construction. It would pay me a great deal better if we could keep that plant going, if I could only get something that would contribute to the overhead of the company. In other words, we would be able to sell building products for less money in the winter time than we have to ask for the same products in the summer time. That is true also of brick manufacturers or any of the manufacturers who make building products. So if the whole programme were switched around in such a way that there would not be this great peak in May, June and July, building costs naturally would come down, because we have to charge more for our materials in the summer, for the reason that we have had to carry the overhead all winter.

I would therefore urge the Federal Government, the provincial governments and the municipalities to try to cut off that peak and make the building programme of this country as even as possible from January to December. In the town of Windsor, where I come from, I happen to be a member of the School Board. Practically every school that has been built down there for the last four or five years has been started in October or September, in order that we might keep the labouring men of Windsor employed during the winter months. We have never had to accommodate anybody in Windsor by doles or by taking care of them. We always have been able to give them something to do in the construction industry. And that is true of sewer work—it is true of most of the city work. Our mayors in Windsor for a number of years have always arranged for public works to be carried on during the winter months.

I think that is about all that I have to say, Mr. Chairman.

Mr. PAUL JOUBERT (Montreal): My remarks will be very brief, because I agree with the other manufacturers who have spoken before me.

Mr. TOM MOORE: Just a moment, Mr. Chairman. Do I understand that this is a protest against the request that I made being granted, and that the discussion is being continued simply to prevent it?

Hon. Mr. MURDOCK: No. The suggestion was that the deputies from the Canadian Manufacturers' Association and from the Building and Construction Industries who have not spoken would finish, and then Mr. McKenna would be heard.

Mr. TOM MOORE: I did not hear any remark on that point. I only heard the question put, and I wondered if the request was to be refused.

Hon. Mr. MURDOCK: No. Mr. McKenna will come shortly.

Mr. JOUBERT: As I said before, Mr. Chairman, my remarks will be rather brief, because the manufacturers who have spoken before me have covered the ground thoroughly. I do not want to pose as a calamity howler or anything of that sort. We heard yesterday from most of the speakers. Until Mr. Shaw spoke references were made only to the men engaged in the building trades and to the pick and shovel men, sewer diggers, etc. They are all useful men, but the skilled artisan in the factory is sometimes out of work. I do not know whether the responsibility is on the federal government or the municipal govern-

ment or any other authority, but the fact remains that we have to support the unemployed. They are part and parcel of our community, and naturally we have to devise the means by which they can be supplied with work.

Now, we think that the best means is to urge the Canadian consumer to purchase Canadian-made goods. Very often it is quite hard for us to convince the Canadian consumers that they should buy Canadian-made goods, especially when foreign-made articles are brought into our markets at lower figures, and I think that we should urge upon those in authority to see to it that the anti-dumping clause is strictly enforced. And we have also, as mentioned several times already, the smuggler. As long as we have the bootlegger we shall have the smuggler, and we have to be watchful of this gentleman. The amount of goods that are brought into this country annually reaches several million dollars' worth; I think that one of the honourable Ministers mentioned the figure—fifty millions, I am told.

In some of our industries in the province of Quebec we are working part-time. The Dominion Textile are working 50 per cent of the time. They employ 7,500 people. Another cotton company in Montreal that employ 3,000 hands are working five days a week. The Canadian Knitting Mills are employing only half the number they employ in normal times. Another firm is working 50 per cent of normal, and we have a great many others that are working only part-time.

Now, I do not like to harp on the question of the tariff. The word, I think, is not very well liked by our good Government. At the same time I must say this: I believe we must give to our industries the protection which they require, in order to permit—well, I may say—freer manufacturing, or a freer distribution amongst the Canadian people. Time will tell whether the new legislation is right or wrong. I firmly believe that if found to be wrong it will be corrected. But in the meantime the manufacturers naturally disagree with this latter legislation. I hope, gentlemen, that time will prove that we are right, and that when the time comes the necessary legislation will be brought forward. In the meantime you can rely upon the manufacturers doing their utmost to procure work for their employees. That is what we are here for to-day, to talk about unemployment, and we have always gone the limit, and we will certainly use all our resources, although they have been seriously depleted since 1920. The years 1921 and 1922 have been very disastrous

years for the industries in general. I know that the facts can be had from the gentleman who has charge of the collection of taxes and the returns from the industries. They will prove, gentlemen, that we are not as wealthy as we are supposed to be. I heard someone from the West, the mayor of a large city, say yesterday that the millionaires and war lords all came from the East. But let me tell you that the industries at the present time are willing to help their men up to the limit. They will go the limit anyway, but it must be remembered that in these days their surpluses, their reserves, have been seriously depleted. Nevertheless, we will do the best we can for our own people.

Controller TULLEY (Ottawa): I would like to take just four or five minutes, perhaps less, of the time of the conference at this juncture because the subject I wish to discuss is so close to the statements made by the builders. I desire to point out a very practical, definite way by which, if the builders would give it their absolute support and it were supported also by those who have sympathy with the builders in their programme for the relief of unemployment we can help towards a solution of the problem. Yesterday our friend the Mayor of Calgary told the conference, and placed it on record, that in Calgary they had taxed real estate so highly that they had drawn into the fold of public ownership a good deal of real estate. He did not define "real estate", and it has two factors, and they act in a directly opposite way under the stress of taxation. One is land and the other is improvements on the land.

Recognizing this difference in the incidence of taxation, and knowing the effects of that incidence, the City of New York passed a law stating that after April 1, 1922, all buildings constructed up to \$5,000 in value would be exempt from taxation. What was the result? Up to December 3, 1922, 114,330 families had been planned for in the metropolis, the total expenditure involved being \$685,000,000—as the result of this one little factor, recognizing a sound theory and backing it up by sound practice. The meaning of this is clear enough. In 1920 the statistics in the City of New York showed houses constructed, 5,675. In 1921, immediately after the passing of this Act, and before it was in operation, the houses constructed numbered 14,780. Tenements in 1920 numbered 62, and in 1921 there were 824. The estimated cost of the dwellings and tenements had jumped from \$48,291,778 to \$162,881,954. The number of families provided for jumped from 8,588 to 33,588.

I wish to submit before the conference that there is a very practical demonstration of a very good theory, a very sound theory, that you drive out construction work, for dwellings, etc., in cities and towns, by placing the tax upon them very high.

Here is another illustration in the city of Pittsburgh, where they removed the taxes and increased the construction work on houses. Pittsburgh did not jump into this thing. Not recognizing perhaps that an injustice had been done those who were not exempt from taxation because they had built prior to this period, Pittsburgh exempted improvements from taxation by a very small degree each year—ten per cent, and there is shown a similar growth in construction work in that city, only on a more gradual scale, because they exempt all improvements, but only those that are constructed after the Act coming into force.

In Ontario—

Mr. TOM MOORE: Mr. Chairman, may I ask a question as to a point of precedence? I made a request a short time ago that the courtesy of a hearing be extended to Mr. McKenna. Then a request was made by Mr. Miller and he was allowed immediately to take the floor. Some others spoke, but it was understood that they were speaking only because they represented a group, the building and construction industries, and had not spoken previously. Now I find that delegates who have spoken are commencing an entirely new theme, that of single tax, and the request that I have made has been laid to one side. May I ask that the same privilege of a hearing be granted to a representative of this labour group as was given to other groups?

Controller TULLEY: I shall finish in just one minute, if Mr. Moore would permit me. I asked for just four or five minutes, and I am about to conclude. I wish to take exception to what the last speaker said, that I was indulging in a discussion of the theory of the single tax. I have been doing no such thing.

The Ontario Act was amended to provide for this same thing in Ontario, but it has been removed by the present Legislature of Ontario at its last session. I want to submit to the builders here present that following the scheme adopted in Pittsburgh and the scheme practised in New York City, the same result could be achieved in the Province of Ontario if they would throw their weight behind the replacement of that amendment.

Hon. Mr. MURDOCK: Would there be any objection now to accepting the suggestion

of Mr. Tom Moore and permitting Mr. Frank McKenna, Vice-President of the Railroad Shopman's Federation, to speak to us briefly?

Mr. SHAW: No.

Mr. FRANK McKENNA: Mr. Chairman, ladies and gentlemen, we welcome the opportunity to try to explain to you this morning some of the difficulties that enter into the lives of the men employed in the railway shops of this country. I came here yesterday feeling somewhat like a trespasser, inasmuch as the men that I represent were not among those who had been invited to send their representatives here, and towards the end of the day I began to feel a little bit depressed. It seemed to me that those who had been speaking had a tendency to deal with this important matter in a superficial way. Now, although we who are sitting around this corner belong to the labour movement of this country—and I have no hesitation in saying to you that it is regrettable that we do sit this way; I feel that it would be better if the members of different groups were more intimate with one another—we want you to believe that we have no feeling of hostility towards you gentlemen over there. We want to do the best we can to help all concerned to find a solution for this tremendous problem.

If there is one thing that this country needs, it is an increase in population. When our representatives speak on the immigration question it is often thought that the labour movement is opposed to immigrants coming into Canada. As has been well said by others, we are opposed to the methods under which new people come into this country, and we are opposed to the method of handling these people after they arrive here.

In the railway shops of Canada in the year 1920 there were about 42,000 employees building or repairing railway locomotives and cars. During the course of that year a depression set in, and, although it is stated in the agreement between these employees and the railway company that when it becomes necessary for economies to be practised the railway company may lay off a certain number of men and work the remaining men full time, yet when that depression became acute, towards the end of 1920, our men said to the railroad management: "We don't want to see anybody laid off. We think this depression is going to be a temporary one. We don't want to see any of the men thrown out on the streets. We are willing to share and share alike with the other fellow." And they

did. They shared and shared alike in 1920-21, to the point where in the western shops of this country men were not getting an average of more than 100 hours of work per month.

Now, bear this fact in mind, that the railway workers of Canada are perhaps among the most ambitious of men in their desire to own their own homes—something that is creditable, and we find that in the most of those shops in the western part of the country and in southern Ontario the majority are family men and are making a serious effort to purchase for their families the homes in which they live. Some of them have succeeded and others are making the attempt. We find that approximately 75 per cent of our family members are trying to acquire their own homes. After they had been working short-time over a long period they found it increasingly difficult to meet their obligations in purchasing those homes. Many of them found that they were liable to lose those little cottages that they were trying to buy.

So after a while they began to press upon the railway management to try to find some other way of meeting this economic difficulty. They said: "It would seem to us, after sharing and sharing alike with other men over a period of two years or more, and finding ourselves getting embarrassed in all sorts of financial difficulties, that we have to bear on our shoulders some of the duties of government; that we, a small section of the population of this country, are bearing a burden which it is the duty of governments to bear. Why should we go on and on, indefinitely, in this way, caring for the other man, when the Government of the country should accept that responsibility?" Is it not a fact that one of the prime duties of those who govern is to endeavour to create as many happy, healthy homes as possible among those whom they govern? That is one of the principal things that men and women should keep in mind.

We have had many meetings of the railway management on this question, pointing out to them that our men cannot longer continue working that way, owing to the distressful conditions in which they find themselves. Yet the situation seems steadily to get worse. In Montreal last week in one shop 535 men got what we call their walking tickets—were laid off, in one of the oldest railroad shops in this country. I have no recollection of any such reduction in staff in that shop in the last twenty years. There have been laid off since the month of March or April approximately 5,000 men in the railroad shops of Canada. Of those that are still working in those shops a very large number are not working more than

three weeks per month. We are threatened with further staff reductions, and more reductions in the working period. Is not this a grave situation, affecting 40,000 men? Forty thousand were involved in this situation last March, and they are gradually being reduced in number. Where they are going we do not know. They are walking the streets many of them. It is true that a large number have gone over into the United States, but the restrictions along the boundary line are becoming so acute that men cannot get over that line as freely as they formerly did. Some may say that is a good thing. I do not know whether it is or not. That is something that is of a debatable character.

As I attempted to say a few moments ago, it would seem to me—I do not know that this is the view of the labour movement, but it would seem to me that, though we desire an increase in the population of this country, though it would be a good thing to have a solid increase in the population of this country, as the population increases this winter the question will become more and more difficult.

Much has been said in connection with building industries. I believe from my own observation that a good deal of building work can be done in the winter season—more than has been done in the past; but that affects only one phase of the situation. Even supposing that building activities are carried on through the winter season as extensively as they are in the summer, there will still remain thousands of people to take care of in the winter months, and as our population increases the army of unemployed is liable to increase winter by winter.

Hence it would seem to be imperative that the Government have some department that will specialize on this question. Remember that this is Canada, the country that is outlined on the map there. Remember that a very large part of this country is in a frigid region. We cannot compare this country altogether with the United States. One of our leading statesmen said that the last century belonged to the United States and this one will belong to Canada, and endeavoured to show us how that vast country portrayed there would in this particular century become populated with perhaps 100,000,000 people. If that is the goal that we have in mind, let us remember the climatic conditions which these people will be faced with, and try to arrange our affairs so that this country will be as prosperous as the country to the south of us. In a large part of the United States agricultural conditions are vastly different from the agricultural conditions of this country. They

can produce in the United States almost anything that the human being requires in the way of food stuffs. We are not able to do so in this country. We wish we were. This Dominion is very distinct and very different from the country to the south of the line. So we should keep these things in mind in these conferences and try to arrange affairs so that the majority of the people who come in will have a fighting chance to be both happy and contented. Why is it that thousands come in at our ports, go around in a circle and down to that country below? There is a reason for it. They find conditions more or less intolerable for them.

Many of us were immigrants. I was one. I came here more than twenty years ago with a little family, brought out under the immigration policy of that particular day and left stranded in the middle of that prairie, no one caring what became of me but myself. A similar condition still prevails; not perhaps so acute as it was then, but it still prevails. And we hear people saying: "We are going to have a new immigration policy. We are not going to permit anybody to come into the country unless he has so much money, and unless he has had a certain amount of agricultural experience." The individual who is prosperous in his native land does not want to emigrate. It is the individual who is not prosperous in his native land who seeks a domicile in another country. The one who through lack of opportunity is floundering in poverty, floundering against adversity—that is the man who is seeking a new home; not the man who has plenty of money and is prospering. So why not keep that fact in mind and say: "Let us have these people. Let us insist that they have a clean bill of health." Do not permit anybody to come in who cannot measure up to a certain physical examination. Say, "We will teach you how to farm when you get here, according to the peculiarities of this country." Say, "We will treat you at least as well as we treated the Doukhobors when we brought them here over twenty years ago. So we will give you paternal or maternal care, as we gave it to those people who came from Russia." And say to the wandering crowds in Montreal and Toronto who are seeking employment, "We will give you an equal opportunity to get out onto that prairie land and develop it, or onto that agricultural land in northern Ontario." These men who are walking the streets do not wish to remain city-dwellers if we can show them that there is an opportunity for them outside in the country districts. Just try and picture the misery of the man who comes home

at night and tells his wife and children that although he has sought work all day he has found nothing. Picture the misery in his home, and even though he might be tempted to be a city dweller, is his wife going to encourage him in his ambitions if she sees an opportunity for her and her children to be happy elsewhere. So I say we should have a greater number of experimental farms, similar to those we have to-day, and settle these newcomers around these farms, and teach them how to farm and the needs of this country. What is the use of bringing Americans from Missouri or the State of Kansas? They come into the western section of this country, and they take a gambler's chance until they get a good crop, and then go back to the country they came from, and with the cash they made here buy a small farm in Missouri. Is not that what happens? But if you bring these people out and teach them how to farm, according to the needs of this country, and not according to the needs of the United States, and take a paternal interest in them in this country, they would probably become good Canadians; they would probably think as much of this country as they do of the land they came from. All this will tend to improve the railroad situation. Supposing, for instance, it was possible to devise ways and means by which you could bring out ten thousand miners from Northumberland, Durham and Lancashire and take them to southern Alberta to mine coal, and devise ways and means by which that coal could be got to the people of Ontario, you would help the country by doing that. The settlement of thousands of miners in Alberta would help the farmers living on that irrigated land, because it would furnish a market for the produce they raise. We cannot go on forever and ever dreaming of this country becoming the greatest wheat producing country in the world, and let our minds stop there. We must produce other things besides wheat if this country is going to properly prosper; we must produce other things besides coarse grains. And so, I say, gentlemen, that if we had some kind of a permanent Board established to look into these matters from a scientific point of view, look at them honestly from every angle, I believe such a Board would devise ways and means by which we should have in this country a contented and prosperous people. The more prosperity we have for our labouring people, the more prosperity for the farmer, and the merchant, the more prosperity for all. We hear references from time to time to the high cost of labour, and how hard it is to bring responsibility home for trade stagnation. We do not see eye to

eye with those ideas at all. We say that invariably our men spend nearly all they earn, and the more they spend in the markets of the land the more the country where those markets are situated prospers. I do not think I have anything more to say, gentlemen, and I thank you for the privilege of the hearing you have given me.

Mayor POTTS: Some of the remarks I have heard to-day have called to my mind some points I did not touch on previously. They will take only a few moments to tell, and they are the actual results of my experience in municipal government.

A few short months ago I came out on a platform of "No Taxes on Improvements." Perhaps in other communities like my own there are many hundreds of houses that have not been painted for, I was going to say hundreds of years; at all events, they looked like that, and I came out on a platform of "No Taxes on Improvements". I want to say to you, gentlemen, that I was elected, and elected by a good majority, with four candidates in the field, and running to election, and the main platform I had was "Economy, and no taxes on improvements." The result has been, I think I can safely say, that there has been more money expended for painting and improvements in the city of St. John in the last four months than there had been in the last five years. I made the announcement very recently at a gathering of the New Brunswick municipalities at Moncton, that I proposed to go a step further and ask the legislature to grant power to exempt taxes on the building of residential houses for a period of three years.

Reference was made here this morning to some of the cities in Alberta owning much real estate. I want to make plain the distinction between taxing improvements and taxing the land, and it is a distinction that should always be borne in mind, because I am more along the line of the single tax, believing that Providence gave us the land for the use of the people, and the result of a man's own efforts should not pay tax. When I advocate an exemption of taxation on improvements for two years, I do not mean that the land will not be taxed, because I believe it should always be taxed. What I mean is that the improvements should not be taxed for three years. The question will be brought up to the governing bodies in our municipalities by jealous men who will say: "You have no right to relieve these men from taxation, because we pay taxes." My answer to that would be that if in a community you could encourage by a three year exemption

from taxation the building of one million dollars' worth of property, it would not add one cent more to the taxes of these who had already constructed buildings, and at the end of three years their taxes would be relieved by the creation of this large amount of new construction. In many cities and towns it will be necessary to go to the provincial government, and I am glad to see that a Labour candidate is here representing the province of New Brunswick. I shall be looking for his support a little later on if we live. In New Brunswick you have to go to the Government for the power of taxation, in whatever form it may be required. We have representatives here of the different provinces, representatives of the municipalities, and representatives of different trades. This is a matter that could be taken up in every city that felt like adopting it, and I believe that if as a result of this Conference the members here would take up with their city councils the question of getting a three year exemption of taxes on improvements, and that was done throughout the Dominion of Canada, there would be at least \$100,000,000 of new construction take place within the space of thirty days after the proclamation bringing such a law into effect. If that is the case it is worth while our considering, we who are here representing all parts of the Dominion, whether we should not take that question up.

We have had a statement from the Federal Government, and perhaps the Government here is quite frank. Perhaps they have brought us here for the purpose of learning a little bit of the feelings of the people in different parts of this great Dominion of ours. Perhaps the Government itself is receiving instruction from us that it never received before. Perhaps it will profit by the instruction, and perhaps we shall be able to open its heart as the great factor in the present situation. I hope we shall have a proclamation from them in a very short time as to what the Federal Government itself is prepared to do in the way of construction. The Minister of Labour from the very fact that he is Minister of Labour must have a sympathetic feeling for the labouring people of this country; he must have at heart the things that interest the working man. I do not think, although he sits there most cheerfully, that when he read his proclamation he believed half of what he was reading. I believe that he is not going to turn out to be the hard-hearted Minister some of us thought him to be when we heard him reading that proclamation. I think he has better intentions than that. I think he rather enjoyed reading what his fore-

fathers put upon the Statute Book more than fifty years ago. But I believe that he will take into consideration what has been said, and that he will be one of the first to see that the Minister of Public Works in this Dominion of ours, and the Government, make a proclamation of what this country is going to do in the way of construction work during the hard times that are to come this winter. That should be the keynote for every man that represents a provincial government. There should be no hesitation. I believe that if every representative here will take up with the authorities he represents the question of getting a three-year exemption of taxes on improvements we shall accomplish more in the way of taking care of the distress during the coming winter than by any other method that I know of. I believe that suggestion will have the support of every citizen. When a man builds a house for \$6,000, his taxes alone will amount to \$210 a year; I am speaking of my own city. Can a workingman afford to build a \$6,000 house, and pay \$210 a year in taxes, and add to that 7 per cent on \$6,000? It is too big a handicap. I lost heart when I heard the Minister of Labour read his proclamation yesterday, but I am commencing to take courage again. I think after he has heard all the discussion, he will realize that something has to be done, and that he will not leave us out of his consideration.

Hon. Mr. MURDOCK: I wonder if before we adjourn I can crave the indulgence of the Conference to carry out the suggestion which I made this morning. I said then that we were favoured with having with us to-day Dr. S. J. McLean, Acting Chief Commissioner of the Dominion Railway Commission, who will be very glad to give to the Conference certain information which it has been indicated by letter certain of the members present would like to receive, and that is as to the question of the Railway Grade Crossings Fund, which is referred to in the Railway Act. The depression of crossings at grades is work which it has been conceded can very well be handled in the winter, and I think we shall all be very pleased to hear from Dr. McLean in regard to this matter.

Dr. S. J. McLEAN: Mr. Chairman, Ladies and Gentlemen, from what has been said in the introductory remarks, I understand very clearly that my function is to put in as compact a form as possible some essential facts necessary to be understood in connection with the operation of the Railway Grade Crossings Fund.

The function of the Board of which I happen to be a member is concerned with the administration of the law, and not with the framing of the law. I emphasize that because sometimes there is prevalent the idea which I could define as the blank cheque theory of legislation, that the Government has signed the cheque and that we can fill in the details.

As we are concerned with the administration of the law, the question is, what does the law provide? Going back to 1909, provision was made by a vote of \$200,000 a year for a definite period of time for assisting in providing safety conditions at crossings. That legislation of 1909 provided that in aid of actual construction work there might in specific cases be made a grant not exceeding 20 per cent of the cost of the work, and in no case exceeding \$5,000, and providing further that not more than three crossings could be assisted in the municipality in a given year. That limitation at the outset, 20 per cent and not exceeding \$5,000, the further limitation to actual construction work—all these factors must be borne in mind. The Board of Railway Commissioners of Canada, which was given the supervision and enforcing of that section, was not empowered to spend a cent out of the Grade Crossings Fund in connection with maintenance.

Later, in 1919, the legislation was amended by providing that 25 per cent of the cost of actual construction, and not exceeding \$15,000 in any one case, could be made, and further, that not more than six crossings on any one railway in any one municipality could be contributed to in the course of the year.

There is one further fact I should mention in rounding off this part of it. There is also provision as to work being done by the railways, work that does not come under the Grade Crossings Fund; that is, in connection with railways which were chartered in 1909 or subsequently, any protective devices found necessary are at their own expense, unless there is agreement by way of co-operation with the municipality and the railway.

There has been spent in works tied up with the Grade Crossings Fund the sum, in round numbers, of about \$5,000,000; that is to say, of these works, in round numbers about \$2,500,000 represents what has been paid by the railways directly towards the protective devices. About \$1,900,000 has been paid by municipalities, and about \$416,000 by the Railway Grade Crossings Fund in aid of the work. That, of course, shows that the expenditures from the Grade Crossings Fund have not been very large, but you will remember that from 1909 down to 1919 the

payments out were limited by the fact that the maximum contribution to be given to any one work was \$5,000, and the payments out since 1919 are limited by the fact that the maximum contribution which can be made to any one piece of work is \$15,000.

The Chairman has spoken about grade separation. That, of course, is a very important form of protective work. We can also contribute to the installation of gates, bells, wig-wag signals, and the improvement of view by having improved sight lines. Provision was made in the legislation of 1919 whereby easements could be cleared on land that was otherwise obstructed and the trees and buildings be removed; to that we can make a contribution from the Grade Crossings Fund; but you will readily see that a very considerable number of protective rearrangements involving gates, bells, and the improvement of view by clearing away buildings and trees can be made with only a comparatively small expenditure from the Railway Grade Crossings Fund.

In connection with the accidents that unfortunately take place, in various cases it is found that while there are accidents, the negligence of the individual has risen superior to the conditions of view. We have accidents taking place where the sight lines are good, and where the only reason for the accident is the negligence of the individual. In the last ten or fifteen years the development of motor traffic has brought about a changed condition. Where formerly the motor played a very minor part in transportation from place to place, with our improved system of good roads in the different provinces there has been most unfortunately an increase in motor accidents, until to-day at least 75 per cent of the accidents taking place at crossings are motor accidents. Some years ago when looking over various matters in connection with the improvement of roads, it seemed very probable that the construction of good roads would carry with it almost as a consequence an increase in accidents, and it does seem in many cases that the carelessness of people travelling, especially on long, through trips, has added very greatly to the unnecessary toll of accidents. The work that has been done under the Grade Crossings Fund has been subject to the legislative limitations I have indicated, and if any considerable volume of protective work is to be carried on, there is that necessity to be borne in mind. In the orders of the Board of which I am a member with regard to protective devices, we have recognized the necessity of contributions from the municipalities as well as

from the railways, and we have utilized as far as the law would allow us, the sums contained in the Grade Crossings Fund.

Putting in a more concrete way just what the legislative limitations mean, take some years ago when there was a grade construction through North Toronto. All we could give at that time under the legislation was \$15,000, \$5,000 for each of these three crossings, a mere bagatelle when compared with the large amount of money involved in the grade construction.

Take the work now under way in connection with northwest Toronto. When we come to the allocation of cost we are limited by the provisions of the legislation so far as a contribution from the Grade Crossings Fund is concerned, and we cannot give more than \$15,000 to any one crossing, and we are limited, as I said, to assisting not more than six crossings in any one municipality during the year. So if the Grade Crossings Fund has not been used as fully as might have been desired, it is because of the legislative limitations contained in the Act, and if I may say so in the presence of those who direct and help in making laws, it would be a great improvement if there were more liberal terms and a more elastic arrangement of the Grade Crossings Fund whereby the body seeing to the enforcement of the legislation might be allowed to give larger contributions.

One further point in connection with the work of the Grade Crossings Fund. We have in various provinces had co-operation in working out improvements. Take the case of Ontario in connection with the construction of subways. Through the co-operation of the province and the financial assistance given we have been enabled to have wider subways constructed than otherwise could have been constructed with the funds available, and I think I may venture to say for my colleagues that we would welcome a still wider system of co-operation on the part of the provinces. Anything we can do to help in connection with the improvement of existing bad crossings, we shall be very glad to do, and the provinces can assist us greatly.

Let me again say that I think the Dominion Government can assist us also by making more elastic the provisions of the Grade Crossings Fund in respect of the percentage we can give to any particular work, and in respect of the maximum amount.

Mr. TOM MOORE: I should like, if I may, Mr. Chairman, to correct an impression given by Mr. Myro with reference to the unemployment situation in Windsor. I have here a

communication from the Windsor Trades and Labour Council, which would lead me to believe that the statement that all the unemployed in Windsor had been looked after without assistance, while it may have been true in the past, is not perhaps exactly the situation at the present time. I just want to read one or two paragraphs, on behalf of the Windsor Labour people, who are not represented here except through myself, in order that the position may be clearly stated. The writer says:

According to the Government Employment Bureau, there are at the present time 2,200 unskilled workers out of work here at this moment.

That is in Windsor and the border cities:—

According to officials at the Ford Motor plant, there is a very poor prospect of much work there for some time to come. The men at this plant are now working four days a week, with a shutdown next week of ten days, and less time per week after the shutdown, (this, mark you, is from the officials) and it will most likely be much more.

The Studebaker plant here has practically been shut down for two months, with no prospects for the workers in view.

The General Motors laid off over 100 men on May the 15th, and has not notified them up to date to go back.

Those are the conditions regarding unemployment existing in Windsor at the present time.

Hon. J. A. ROBB: Mr. Chairman, ladies and gentlemen, I was out of the country when my colleague the Minister of Labour called this conference, but I gather that having in mind the experience of previous years, particularly the winter of 1920-1921 and the winter of 1921-1922, the Minister thought to bring you together so that we might consider ways and means of providing work for those who might be out of employment during the approaching winter.

Yesterday the Minister of Public Works, I understand indicated to you that in so far as it was within our voted appropriations, and we must bear in mind that the Government can only spend money as voted by Parliament, he would endeavour to provide work that would be helpful during the coming winter months. We must also bear in mind that under the statutes of Canada, and I imagine there is no person here who would object to this method, rather we should be criticized for any departure from that method, tenders must be asked for on all contracts over \$5,000, and the contract is awarded to the lowest tenderer. The man who gets the contract very naturally has something to say as to how the work will be done. I mention this so that you will appreciate some of the difficulties the Minister of Public Works has to

contend with in directing the work that can be done during the winter.

Then there is another matter. I gathered that some of the speakers this morning thought that the Government should carry on more work. Well, it is quite true, I am frank to admit it, that the Government of to-day are spending a good deal less money for administration and the carrying on of certain public works than was spent, for instance, in the pre-war period. I have before me a brief statement of Government expenditure in 1914 and 1924; I am talking now of the fiscal year ending the 31st of March. The statement may at once be challenged when we refer to the difference in the budgets presented to Parliament in 1914 and 1924. For instance, the total budget of 1914 was \$186,241,047.63, but out of that the Government of the day had \$170,627,581.14 to spend for administration and for public works throughout the country. Keeping that in mind, let us now look at the conditions since the war. The budget presented in 1923, that is the budget for 1924, totalled \$350,608,546.72, but out of that the Government of the day had only \$154,462,666.58 to spend on administration, and public buildings and repairs throughout the country. You ask me, how do I explain the difference? Well, there was an increase in interest charges of \$123,000,000, and of \$33,000,000 in pensions; an increase of \$12,000,000 for Soldiers Civil Re-establishment, Soldier Land Settlement, and the settlement of war claims. So the Government only had left to carry on the affairs of the country \$16,000,000 less than the Government that was administering the affairs of the country in 1914.

Mayor POTTS: Are the figures for administration and public works separate?

Hon. Mr. ROBB: Not in this statement. I am inclined to agree with those who say the Government might spend more, but the question is will the people of this country support more expenditure, and will the Government have the approval of Parliament in bringing down a wider budget? I admit that during the war period, when all the energies and resources of the nation were directed towards winning the war, many repairs to wharves, for instance, lighthouses and the channels of trade that must be kept open for the development of this country were neglected.

I am pleased to notice that we seem to be getting down to what I hope will be fruitful results from this conference. I was very much impressed with the observation of Mr. Pigott and of Mr. Carswell, who gave a really constructive presentation of the situa-

tion. But there seems to be a difference of opinion as to whether it is economically sound to carry on work in the winter as against the summer. Well, ladies and gentlemen, there can be no difference of opinion that the summer is the best time for carrying on certain classes of work in this country. There is the crop production, for instance. There is a time to sow and a time to reap in this country; you cannot do that in the winter time, and if there were no people sowing and reaping, I fancy there would not be very much work for some of the gentlemen who are here to-day.

I was much interested in the remarks of our good friend, Mr. McKenna, representing the railway shopmen. He observed incidentally that he had been an immigrant to this country only recently, just twenty years ago. I suppose he left the old land to better his condition. He did not inform us whether he was better off in this country or in the old land, but I hope he is better off here. At all events, I rather think he is a good citizen. Mr. McKenna represents the railway shopmen. Now I will appeal to your common sense. If there were no wheat to move in this country, no lumber, no minerals and other products, would the shopmen have very much work to do? It is this continual movement by the railways of the crops and the products of the farm, of the forest and of the mines that gives those men work. Those are the sources from which the greater part of the traffic for the railways is derived, and the more busy the railways are the more repairs have to be made to locomotives and cars; new box cars and locomotives are the sooner required. So the more traffic we have in Canada for the railways, the more work there will be for the railway shopmen.

In connection with the unemployment question and the providing of work in the winter, there is another thought. I read with great interest recently in a London, England, newspaper the report of an address that Mr. Beatty, the President of the Canadian Pacific Railway, delivered to the advertising men of Canada, and I was much struck with the way in which Mr. Beatty presented the case to them. He had no pessimistic outlook as regards Canada when he was talking to the advertising men gathered in convention over there, and if we had more of the spirit of Mr. Beatty it would be better for this country. He pointed out to those gentlemen the advantages of the Canadian winter, that our winter led up to cheaper lumber and made possible the hauling of the lumber to the railway stations or to such ports from which it could be shipped to market. He also pointed out that it is because of our hard

Canadian winter that we can boast that we grow in this country the best wheat in the world. It is a well known fact that those countries where the hard frost goes down into the soil that produce the best wheat with the most gluten, and so Mr. Beatty was able to present to these advertising men that our winter was not a disadvantage to this country.

Now why I am here this morning, particularly, is because I have gathered from some of those present at this conference, and indeed, was practically challenged in the evening press of yesterday, that there was going to be an attempt made to stampede this meeting and use it for other purposes than that for which it was called. This Government does not object to free speech anywhere. We welcome argument, and we are always ready courteously to receive arguments presented on behalf of any interest in this country. I am here this morning to listen to those arguments, and, if necessary, to answer them. So far, there is not much to answer; there is not much that is new that has been presented. But I would like to give you this thought; The Canadian Manufacturers' Association could make it easier for the Government if they themselves would agree upon a policy, a real policy that would be in the interests of this country.

In the first place, let me say that so far as the tariff of Canada as against the United States is concerned, this Government has not changed it one iota as it affects the manufacturers, to my recollection. It has been the same old tariff since we came in that has existed for many years, whether that tariff is good or bad. Any changes that were made were made by our predecessors, and I am not saying whether they were right or whether they were wrong. There were some changes made in the British preference, I will admit that.

So far as the Belgian tariff is concerned, and I notice that some reference was made yesterday to the glass industry, the Belgian tariff has not been changed in this country since 1909. In 1909 there was a reduction of $2\frac{1}{2}$ per cent, and that tariff has not been changed since 1909 until recently, at the last session of Parliament, we gave to Belgium our intermediate tariff in return for their most-favoured-nation tariff; but that did not make any difference whatever in the glass industry,—I am speaking now within the hearing of members of the Canadian Manufacturers' Association—because their intermediate tariff column was just the same as their general tariff column, so as far as the glass industry is concerned, it was not affected by that at all.

What is the trade outlook between Canada and Belgium? We sold to Belgium in 1922, \$12,000,000; in 1923, \$12,200,000; in 1924, \$17,000,000. What did we buy from Belgium? In 1922, \$3,845,000; in 1923, \$4,994,000; in 1924, \$5,340,000. In other words, we sold over \$3 worth of goods for every \$1 worth that we bought from Belgium. Now you cannot trade anywhere in the world unless you are prepared to buy as well as to sell. What is the window glass situation? In 1922 the total amount of window glass that came in was \$624,000; of that amount, \$555,000 came from Belgium; in 1923 our total imports were \$1,205,000, and of that \$770,000 came from Belgium; in 1924 we imported just a little over \$1,000,000 worth, and of that \$838,000 came from Belgium. So it is not the tariff that is destroying that industry.

Mr. THOMSON: You have made a statement that flatly contradicts the statement I made as to the import of logging and mining machinery. That tariff has been changed.

Hon. Mr. ROBB: I am leading up to that. That was in the last Budget, but this campaign had all started before the last Budget. So much for the previous tariff. It is true that we did in April or May make some changes. I began my remarks by saying that there would be little work for the railway shopmen if there were not men on the farms producing the crops which provide traffic for the railways. Obviously there would be little work for the trainmen in this country if there was no traffic for the trains to move. The Government believed that the real policy for this country was a policy that would develop the settlement of people on the land, develop our agriculture, our forests, and our mines. These are the natural products of this country, and the more of these products that we produce the more money our people will have with which to buy the products of the manufacturers anywhere in Canada. You admit that; that is the change that came into force in May. Why do you admit that? From the time the crop goes into the ground in the spring until it is harvested the eastern manufacturer is sweating to know whether we are going to have a good crop, or whether the prospects will be blighted by drought or rust or frost. It is important to him that there should be a good crop. Is it not important, also, that the man who produces the crop should be a contented and satisfied citizen? Is not that important if we are to get more men on the land and to keep those on the land who are now there? There was an unfortunate situation in this country at one time, but I am happy to say that we have in large degree

cured that, and to-day there is a better spirit as between the East and the West.

I said a moment ago I would be glad if the manufacturers would get together. We presented at the last session of Parliament three separate trade treaties with other countries that we considered would be helpful to this country, and we did it on representations made to us by manufacturers who were exporting to these different countries. Those treaties were with Belgium, the Netherlands and Finland. The treaties with Belgium and the Netherlands went through. The treaty with Finland went through the House of Commons, but I am able to prove that through representations made by the manufacturers the Finland treaty was killed in the Senate. And what did they kill? We bought from Finland in 1923, up to the end of fiscal year ending March 31, a little over \$5,000 worth, and in 1924, just a little over \$6,000 worth of goods. What did we sell to them? In 1923, \$1,160,000, and the next year \$1,200,000. We sold them automobiles that would have been manufactured in Windsor, where my friend Mr. Moore says people are out of work, and I am ready to admit that he may have been correct, too. In addition to automobiles, we also sold to Finland agricultural implements, flour and other products to the amount of over \$1,000,000, and all we were buying from her was \$5,000 or \$6,000 worth of goods, and that trade treaty with Finland was killed in the Senate at the instance of some members of the Canadian Manufacturers' Association, and I know who they are. They admit; they tackled me about it themselves.

Mr. Thomson referred to my visit to Australia. I could have made a pretty good deal with Australia along some lines, but we held back and were not willing to trade with Australia because they did not give us certain concessions that we wanted for Canada, and strange to say when we were wanting these concessions for a particular branch of industry in this country, the Canadian Manufacturers' Association went in and killed the treaty with Finland, and thereby prevented us getting a preference in that market that is equal, generally speaking, to about 40 per cent. That is the tariff preference we were getting in the Finland market. Now, if my good friends of the Manufacturers' Association would get together and try and help the Government in its efforts to develop markets for this country, I believe they would do more to help unemployment in this country than they have done by their methods of the past.

But notwithstanding all that, I am not here to admit that trade in this country is bad. I say trade in this country is good. In 1890,

that was before Mr. McKenna came to this country, our exports amounted to \$85,000,000; last year they amounted to over \$1,000,000,000. Thirty-four years ago manufactured products comprised only 6 per cent of our trade; last year, they amounted to 40 per cent of \$1,000,000,000 of trade. Now, will anyone tell me that trade is bad when it is going like that? When the Budget was presented the balance of trade in our favour was \$168,000,000. In 1922, we had a trade balance, I think, of \$12,000,000. The statistics show that for the twelve months ending July 31st last the trade balance had increased in our favour from \$168,000,000 to \$283,000,000. The trade balance has increased to that extent in our favour. Under these conditions, gentlemen, I say that Canada is not going to the dogs. Canada is doing well. Canada is developing her trade and increasing her exports to every market in the world except three, and if our good friends of the Canadian Manufacturers' Association would be willing to let the rest of the country sell their products, they could help in that way. I lay down this as a principle: You cannot build up a large export business with other countries unless you are prepared to trade a little bit with them, and it is the desire of this Government that we should increase our trade with the different countries of the world.

Mr. Tom MOORE: In connection with the figures given by Mr. Robb of our trade thirty-four years ago and to-day, were those figures given with the intention of contradicting the evidence that has been submitted to this Conference as to widespread unemployment, as well as the evidence of our own Bureau of Statistics as to the number of unemployed in this country? If they were not given for that purpose, what connection have they with the unemployment problem of to-day?

Hon. Mr. ROBB: The statement has been made to you that the trade of this country is bad. I say that the trade of this country is not bad, and I say that a tariff is not a cure-all. There is no country in the world that I know of that has a higher tariff on textiles than the United States. Will anybody say that the *Montreal Star* is not friendly to Canadian manufacturers? Not later than last night in the *Montreal Star*, in its financial columns—I will not waste your time by reading it—you will find the statement that seventeen textile mills in the United States have defaulted on their bond payments over \$7,000,000. Anybody who reads the newspapers and is conversant with conditions knows the textile mills of the United States are not in as good a position as those of

Canada. My good friend Mr. Joubert referred to Dominion Textiles. I live in a city where there is the largest and best mill in Canada, and when I came home last Saturday I asked my mill friends, "How is business going?" "We are doing fine," they said. "We have been rushing right along." I know that their finishing department sometimes runs at night, but naturally some of these mills are without orders. They were not going to pile up goods by buying 30 cent cotton when they could buy October cotton half price. That is why the New England mills and some of the Canadian mills have been in difficulties, because of the high price of raw cotton, but I hope that when the new crop comes on conditions will improve.

You may think, gentlemen, that I have delivered somewhat of a Budget speech, but I wished to challenge the statement that trade in this country is not good. The statistics are all against any such statement. We are exporting more than we ever did before, and the balance of trade is in our favour.

Mr. TOM MOORE: That is why there is unemployment in Canada to-day?

Hon. Mr. ROBB: At this very time, when this Conference is gathered here to discuss what measures shall be taken next winter, there are people all over this land gathering in the crop, and they are short handed; they want men. That is the reason for unemployment. There are too many people flocking to the cities.

Alderman B. J. MILLER (Toronto): We are here to listen carefully to each of the delegates, with a view to finding out some solution of the unemployment problem. The Acting Minister of Finance has told us that this country, so far as trade is concerned, is in a wonderful condition, but we who come from the different municipalities find a very different condition, and I think the Acting Minister of Finance should qualify his statements. We have in Toronto to-day something like 10,000 unemployed; there must be a reason for that, and we are here to find out what it is and to provide a remedy. There must be something wrong with the statement that the Minister of Finance has made that trade is good when so much unemployment prevails in Canada to-day. He might give us some solution of the problem.

Hon. Mr. ROBB: There are too many people drifting to the cities. There is work for them on the farms if they want to work.

Hon. Dr. FORBES GODFREY: Mr. McLurg was shut off last night in the middle of

what I thought was a very splendid address. The Acting Minister of Finance has been allowed this morning, and properly so, to give his side of the question. This is going to drift into a debate, and I think Mr. McLurg should finish the speech that he began.

Hon. Mr. MURDOCK: I intimated this morning that we were ready to hear him.

Mr. E. INGLES: I have listened very carefully to the remarks made by the Acting Minister of Finance, and particularly to his statement that trade was exceptionally good in Canada, that the employment situation was such that they could not get men to bring in the crop, that the farmers were short handed. If those are the facts, why did the Government call this Conference to find a solution for unemployment?

Hon. Mr. MURDOCK: The Government called this Conference after repeated and numerous suggestions from various sources throughout Canada, to ascertain if some plan, Canadian-wide, could not be adopted for the coming winter and for future winters in Canada that would ensure a greater measure of employment during the winter season than had been given in the past. There always has been unemployment in the winter due to seasonal conditions.

Mr. MARTEL: I understood the Acting Minister of Finance to say that the textile industry in Canada was in a good condition, especially in the locality where he lives. I believe that is Valleyfield.

Hon. Mr. ROBB: Valleyfield.

Mr. MARTEL: During the month of July the mill was closed down and the men were walking the streets.

Hon. Mr. ROBB: You were there three days in the first of July when they shut down the mill to repair the water wheel.

At 1.10 p.m. the conference adjourned.

AFTERNOON SESSION

The conference resumed at 3 o'clock.

Hon. Mr. MURDOCK: Shall we come to order and proceed? It has been suggested to me by two or three persons that it might be appropriate, in connection with the consideration of the questions that have brought us here, if after the discussions and statements of yesterday and of this morning, it were possible for us to hear from the representatives of the several provinces; and it has also been suggested that before doing that it might be better for us to learn more definitely than

appears to be known, just what the Federal Government proposed to do in the way of providing for the present winter as much work as possible. Yesterday, when Dr. King made his statement, he had here in front of him a statement of several pages, indicating various pieces of work of which he had a memorandum. I knew, and I had known for several weeks, that he had had instructions issued to the officers of his department that all possible work for which we had Federal appropriations were to be, if necessary, held up and certainly proceeded with, wherever possible, during the coming winter months. I did not hear directly what Dr. King said in connection with that particular matter, and the stenographer advises me that the notes are not yet available, although they have been sent for. I can assure the gathering, though, to this extent, that I am confident of the intent of the Minister of Public Works and others in the Government that wherever it is at all possible to start and carry on work during the present winter that will be done.

Some reference was made by, I think, our friend Mr. Tom Moore, to the Welland Canal. If it was not a direct reference, it was at least indirect. The carrying on of the Welland canal construction is a matter over which we have not the direct control that some appear to claim we have or should have. As you all know, the different sections of the Welland Ship canal are let by contract. Sections numbers 1, 2 and 3 were let in 1920 or 1921, and the contract contained a clause providing for the completion of those particular sections during a certain space of time. The other sections that have been let since that time, sections 4, 5 and 8, have also been let under the same arrangement, and the work on all of these contracts awarded is up to date; that is, the amount of work which under the terms of the contract had to be completed during a specific number of years is being completed. Whether it may be possible to suggest to the Welland Canal contractors that, on account of the conditions that we are here to consider, greater haste should be made, or not, I do not know, but I am quite sure that the Minister of Railways and Canals will give whatever sympathetic consideration may be possible to that particular matter.

I am sorry that Dr. King had to leave town last night and that, as I understand from certain members of this Conference, he did not indicate more definitely just what work the Public Works Department was going to carry on during the present winter. Therefore I can only say this, that I do know from all of the conversations that I have had with him that he is wholly sympathetic to the view

that all possible work for which we have authorization should be proceeded with during the coming winter, and that, so far as he may have the necessary authority, the same policy should be followed during subsequent winters.

After this statement I think we might hear from the Provinces their views in regard to this matter; and then perhaps the Committee which was appointed last night by motion might consider the drafting of some concrete recommendation for the approval of this Conference.

Mayor JUTTEN (Hamilton): Mr. Chairman I am sorry that the Acting Minister of Finance is not here at the present time. As representing the city of Hamilton, I cannot allow the remarks he made this morning to go unchallenged. We came here to see if we could not devise some ways and means whereby we might get work for the unemployed this coming winter. The Acting Minister of Finance made a statement here this morning that times were good and trade was good. He certainly has not visited Hamilton. He certainly has not observed the conditions. He accuses the cotton industries of holding off the operating of their factories because they wanted to wait till October to buy cotton. The fact is, they have been working three days a week part time, and closed down the other part of the time. The men and women in the factories got a reduction of wages, which was made in order to help the owners carry on business. That is not the situation as we find it in the city of Hamilton. I do not think it would be fair or just to the city I represent for me to sit here and let a statement like that of the Minister go unchallenged. The condition I have mentioned applies not only to the cotton and wool industries, but also to the steel industry and others we have in Hamilton. I think you, ladies and gentlemen, will admit that we are perhaps more interested in the manufacture of goods that are used in households throughout the length and breadth of this Dominion than any other city in Canada, and we feel the depression of trade more quickly than others would. We have to-day thousands walking the streets out of employment. They are willing to work, but cannot find work. They are willing to go to the Northwest—they are willing to go anywhere, if they had the means of transportation. If the Acting Minister of Finance is so interested in getting labour something to do, why do not the Government assist those men who are willing to go to the Northwest to work on the harvest, or on the farms? We find men with families of four or half a dozen children living on—what? Three, four or six dollars a week, as the case may be, that

the city is doling out in the way of relief. Those men cannot help themselves. I have no doubt that other Mayors present here will bear out my statement that men want assistance along that line only when they cannot help themselves. The Relief Office is the last place to which they want to go, and they do not go there until they are forced to do so. And, Sir, you and the other members of the Cabinet who have appeared here have stated that it is the intention of the Government to carry on what work has been provided for in their estimates. If that is the case, let me point out that accommodation is badly needed in the city of Hamilton in connection with your Post Office, your Custom House, and your railway station there. The municipality is expected to relieve unemployment while you have work that is badly needed to be done. Your office accommodation in the city of Hamilton, you must admit, is not what it should be. You know as well as I do that the accommodation there is not adequate for your Post Office, your Soldiers' Civil Re-establishment and other branches of the Service. Why not come to Hamilton? If you have not an appropriation for the purpose, why not do as we have to do in the City Council of Hamilton when we are confronted with necessity—get the money and take a chance on having an appropriation put through in the next Budget by the Council of the following year?

Hon. Mr. MURDOCK: You would be the first one to condemn that action.

Mayor JUTTEN: Something must be done, if you are going to help us. You cannot expect the city of Hamilton to continue carrying this load, created largely by the conditions we find. The manufacturers are unable to compete with the men across the line, or with the countries overseas. That is the conditions we find existing in the city of Hamilton, a manufacturing centre. There are many things that the Government might do, as I told you, Sir, in my letter, we have continued assisting the unemployed, not only all last winter, but this summer as well. If we had not done so we would have seen starvation on our streets. This year we have done work that was not required by the city for several years to come, and that we could have done without. We have built schools larger than we needed. We have laid sewers and watermains that we could have done without for several years. The Provincial Board of Health went so far as to tell us, "It is not necessary if you do not feel like doing it. We are not going to force your hand." But we did it to help the unemployed

during the summer months. Unless we get some assistance from the Federal Government it will be impossible to carry on during the winter the work we would like to do.

It may be said that I am looking at the matter from a selfish point of view. I say I am not, because when we lay water mains there are thousands or hundreds of tons of cast-iron required, and this demand affects not only the city of Hamilton, but other places as well. The pipes are made in Hamilton from pig iron, and the ore has to be brought in from the mine. The same applies to sewer pipes, in which steel, cement and crushed stone are used. In that way we use many things that have to be supplied by other places in Canada.

So I say we have a perfect right to expect assistance in some shape or form. The suggestion was made to you in a letter written by myself—and the City Council endorsed my suggestion—that you furnish us the money. We do not need this work for four or five years, but we are willing to go on and do it if you will furnish us the money free of interest for four or five years. That work, if carried on this winter, might offset the unemployment caused, not by us, but by the conditions that we find existing. I trust that after this Conference is over you and your Government will find some means of helping us. In view of the conditions described here this morning, something should be expected.

Take our own Canadian Railway. More than sixteen months ago Sir Henry Thornton told the members of the City Council that something would be brought down in the Budget of 1924 to provide for the building of a new station, or for improvements to be made. So far as the station is concerned, the same conditions exists to-day as when I went to Hamilton in 1871. Hamilton is an important centre, and it contributes considerable to the trade that is carried by the Canadian Railway, and some consideration should be obtained. Now, must we wait another year, until such time as your Parliament meets and passes an estimate for that station? Why can you not take some chances? Why can you not go on and let the contract—

Hon. Mr. MURDOCK: Mayor Jutten, you have asked that question three or four times. Let me answer it.

Mayor JUTTEN: Yes, sir.

Hon. Mr. MURDOCK: Because parliamentary practice, with responsible government in Canada, does not permit it; and you and others would be among the first to condemn a ministry that would undertake to do it.

Mayor JUTTEN: That would depend, sir, on the purpose for which you used the money.

Now, these are not things that are not essential; these are matters that are in the best interest of the people, and they are things that should be gone on with now, not two or three years hence, when times are good. We shall not be so particular then as we are to-day. Give us work. Do something to help us out. Do not let the whole load rest on the 122,000 people of Hamilton, who are now taxed to death—from whom you receive millions and millions of dollars every year, either in customs duties or otherwise. I think, sir, that you should do something along that line, and I hope this Conference will not be concluded until such time as something is arranged for. You cannot expect men who are out of work to supply work for the unemployed. We have had in 1924, as I told you yesterday, an increase in population of about thirteen hundred. Where does it come from? It is not from the birthrate. It must come from the outside. The people who drift into our city have to be kept. We cannot let them starve. Something must be done for them. I hope, sir, that as Minister of Labour you will take this matter into your serious consideration and see if something cannot be done. If you cannot help us financially, then do the works that are necessary in your Government Departments at Hamilton, such as the Post Office and railroad centre. Give us some assistance. If you can do no more, pull down the old station on King street. It is a disgrace to the city of Hamilton.

Mr. TOM MOORE: Like the gentleman from Hamilton, I feel that before we hear from the Provincial Governments it is necessary for me to place something on record which does not entirely corroborate the statements made by the Acting Minister of Finance. I would have preferred to see the Minister present, that he might hear these remarks. I am not going to read the correspondence I have. Yesterday you heard from the representative of the Union of Municipalities a number of letters with reference to conditions of unemployment now existing and the possibility of worse conditions in the future. I have in my possession—

Hon. Mr. MURDOCK: Mr. Moore, if you would rather have the Minister here, I will try to get him here. Perhaps it would be a good deal better if that were done.

Mr. TOM MOORE: I do not think we ought to delay the Conference, though I would have preferred to see him here. I have here a file of correspondence from represent-

ative trades councils, composed of workers who are directly affected, from the Atlantic to the Pacific. They are from industrial centres, not particularly agricultural centres. They all prove conclusively, as you would see if I read them to you, that unemployment does exist to a considerable degree throughout the country, and that it is likely to be intensified in the next few months, judging by the present outlook. Every word that the Acting Minister of Finance said with reference to the increased volume of exports from this country may be true. We do not know—he did not tell us—whether they are agricultural exports or whether they are manufactures, and that question has something to do with the degree of unemployment among industrial workers, with whom we are dealing particularly.

Then the Minister made a remark relative to the increase since 1890, or some period like that. I would like to point out to the Conference that since 1890—yes, even during the last five years—there has been a considerable increase in the productivity of machinery, as compared with man-power; therefore we may export four times the volume and still employ a lesser number of men than we did at that particular time. These are factors that we have to bear in mind. And, being Acting Minister of Immigration, perhaps at the same time he can tell us something as to the numbers of people that have been brought in by the work of the Immigration Department, and that may have something to do with the unemployment.

I recite these facts because I feel that I would be neglecting my trust as a representative of the workers who are unemployed, those working on short-time, and those fearing unemployment, if I did not at least make mention of the fact that the documentary evidence, which can be submitted if necessary, but which I do not want to take up your time in submitting, proves that unemployment does exist and that there is a crisis.

Now I would like to ask this question. If there is a stone wall called parliamentary procedure, or responsible government, which prevents steps being taken that will provide men and women, citizens of this country, with the opportunity to work, is not the crisis sufficient to call for a session of Parliament to deal with it, when it cannot be met in any other way? Such a step has been taken in the past. If it is absolutely true that money cannot be provided in any other way, is it not important enough to the citizens of this country that a special session of Parliament be held for the purpose of providing ways and means of overcoming that obstacle? There is

never an obstacle that cannot be overcome when men sit down together for the purpose of attempting seriously to find a remedy. We must overcome the unemployment situation at the present time.

You have mentioned, Sir, the list which the Minister of Public Works had before him. May I ask, could you not give us in round figures the amount of money which the last session of Parliament provided for the carrying on of works already under construction, and, secondly, the amount of money which the Government provided at last session for works which are not yet commenced, but that could be commenced during the coming season? And could you in addition, on behalf of the Government, give us a pledge that, in order to encourage provincial and municipal government, the entire amount thus provided will be expended, if necessary, during the period of unemployment this winter, in the expectation that if it is all expended and unemployment still exists, the next session of Parliament will provide more money to meet the situation. I think that if we could get this simple declaration as a lead from the representatives of the Federal Government it would do much to consolidate the work of this Conference and would encourage the representatives of Provincial Governments to do likewise, and then the representatives of municipalities would feel that they could carry on still further efforts than they have made up to the present time in dealing with this matter seriously, as I think we have all been doing.

I do not stand on exactly the same ground as Mr. Carswell when he rather implied by his remarks that perhaps he was the only one who had in mind the individual who will be walking the streets during the coming winter. I think we can all visualize that man. I think we have visualized him, whether we represent Governments or employers or labour. Some of us have come into contact with that individual and know what it means to be out of work. Men in various circumstances have had that same experience themselves; they have walked the streets and know what it means. I am not posing here as the only one who visualizes that man. I think we are all putting a serious effort into the task. But I do ask that a clear definite lead be given by the conveners of this Conference by telling us how far the Dominion Government have gone to meet the situation, and if it is not far enough let us ask from this Conference that a special session of Parliament be convened for the purpose of providing ways and means of dealing with this problem.

Mr. C. GRANT MacNEIL: Mr. Chairman—

Hon. Mr. MURDOCK: Mr. MacNeil, of the Great War Veterans' Association, and Chairman of the Employment Service Council.

Mr. MacNEIL: As I have no direct mandate from the Employment Service Council, I had intended to remain silent throughout this conference, but the remarks by yourself and by the Acting Minister of Finance just prior to adjournment for lunch have stirred me to a degree that prompts me to offer some comment on behalf of organized ex-service men, who perhaps have no other voice at this Conference. I could only regard these remarks as an attempt to minimize the gravity of the situation. Until that moment I had considered that practically all the members of this Conference accepted as a fact that unemployment in Canada to-day was most serious—that it was an abnormal situation requiring extraordinary measures to remedy. As organized ex-service men we are convinced that the situation is very grave, very acute. As evidence of that we have reports and direct evidence submitted from the representatives of all the municipalities. That evidence has gone out across Canada and has been published in the daily press, and any attempt at this juncture on the part of the Federal Government to gloss over the situation in any degree would have a most disturbing and distressing effect in the minds of those who are most vitally interested. When they hear that trade is good and at the same time they are unable to obtain bread for their families and must look for municipal relief, they will be likely to reach the conclusion that only some manipulation behind the scenes must be depriving them of their just share of the nation's wealth.

I need only point to the statistics of your department. Hanging in another room of this building there are charts indicating the unemployment situation. One chart shows a line graphically depicting the returns from manufacturing concerns as to the number of people in their employ, and the significant feature about that chart is that in the third quarter of the year there is a sharp decline. There has been a shrinkage in the payrolls of Canada during the last month, which certainly points to an inevitably serious unemployment situation during the approaching winter.

I cannot understand why any of us should blink the facts. Some of us must have a most distorted perspective of the actual situation.

I wish to comment also on the statement of the Acting Minister of Finance. If I under-

stood him correctly, he stated that there are people unemployed because they do not desire employment. I think I am in a position to give direct testimony that there are in Canada to-day thousands of men who earnestly desire employment and are most conscientiously seeking it, but are unable to secure it. I think the most concrete evidence in support of that statement is in the handling of the harvest labour for Western Canada. The original estimate, I believe, was somewhere in the neighbourhood of 18,000. Over 20,000 men answered the call. There were several thousands in excess of requirements a few weeks ago in Winnipeg. There has been some adjustment, I believe, during the last two weeks. Nevertheless, as the evidence from the Department of Labour shows, there can very easily be secured throughout Eastern Canada thousands of men who are willing to work in the harvest fields of Western Canada. There are of course thousands who are unable, because of past unemployment, even to pay their initial fare, and if the fares were provided, not merely two or three thousand in addition to those now going forward could be supplied, but even ten or twenty thousand could be furnished for the work. When the Minister made that statement, I think, he overlooked certain factors of the situation to which he should have cognizance.

Then there is this feature of the situation. Many of the men unemployed are married. I have in my desk now a memorandum dealing with a telephone call from a woman whom I know very well, and whose husband was a grocery salesman. She has a baby of eighteen months and has been working for the last while in an endeavour to keep the home together. The man has never applied for municipal relief, but by one expedient or another he has managed to keep the home going. Although not an agricultural worker, he accepted the call to Western Canada, and he is now working in the harvest fields. She showed me some correspondence from him, stating that he could get only three dollars a day and that work was assured him for only sixty days. She asks: "Can't you get a job for him when he returns?" He is able to send very little to her now, from his wages, to keep the home together, and there has been no provision made for the future. And in the meantime her children must suffer all that families suffer when the mother must secure employment.

I would like the Acting Minister of Finance to come personally into contact with problems such as this—to meet the people who are actually in distress and to form his own personal opinion of their desire to work.

The declaration made by the Minister yesterday left me in a depressed mood, as it did other members of the Conference. I feel it was made on the assumption that we all seek unemployment relief. I know that it is only as a last resort, when there is no alternative, that ex-service men desire to see the administration of unemployment relief throughout this country. Better than any other class do we realize the demoralizing effect of doles, and more than any other class do we realize that artificial expansion of business does not give any permanent remedy for the situation. We do feel though, that something might be done by co-operative organization to at least ameliorate conditions, and we do feel that we should not sit around, waiting and expecting some Moses to appear on the scene and expound a panacea that will solve this most perplexing problem. We do feel that the time has arrived for taking certain very obvious practical steps that will do something to lessen the problem and reduce the number of people who must accept municipal relief. In the shadow of this building, I know, there are several hundreds of families receiving municipal relief, and this is not a large city and it is not an industrial centre. Of that number over one hundred are receiving municipal relief for no other reason than unemployment, and they are receiving relief in spite of the vigilant efforts of a well organized Social Service Department to keep that list at the lowest possible number. In spite of these activities, the number of people who must secure municipal relief is increasing. I would like the Acting Minister of Finance and the Minister of Labour, in approaching this problem, to put yourselves in the shoes of any of the large number of voluntary workers who, in this and other cities, have for a number of months been giving this problem most earnest and serious consideration and cudgeling their brains to see if something cannot be done in municipal organization to prevent the doling out of municipal relief; for everyone fully appreciates that the longer this relief is administered the greater will be the demoralizing effect on those who receive it, and the greater will be the loss and wastage from the standpoint of public interest.

As a member of the Civic Unemployment Committee I know that time and time again we have reached the end of our resources because we were unable to establish any medium of communication or co-operation with the Federal and Provincial Governments with regard to projects that could be undertaken only by joint co-operation, and as a result of my experience in serving on the

Civic Unemployment Committee I have been brought to the very distinct conviction that the responsibility of dealing with the situation, not solely with regard to unemployment relief, but with regard also to the policy of employment activity, which is quite another problem, devolves jointly upon the Federal, Provincial and Municipal Governments, and only by the acceptance of that joint responsibility can anything effective be done.

If I were to speak of the local situation I could mention project after project, not representing any great levy upon the public treasury, that could be forwarded during the winter months if some medium existed for effective co-operation among the various governments I have mentioned.

Much has been said about immigration. The responsibility of the Federal Government in this respect is even greater, in my opinion, than has been expressed by other members of this Conference. I have had an opportunity of familiarizing myself with departmental activities in Ottawa and know something of what has gone on in the Employment Service and what has occurred in the Immigration Department. In 1919, as a result of an agreement between the Federal and Provincial Governments, an Act was passed known as the Employment Offices Co-ordination Act, and the sole purpose of that Act and the subsequent organization was to centralize employment activities in Canada, that there might be some semblance of control of the situation, that the slack might be taken up, that employment might be regularized, that seasonal work might be dovetailed, and all the benefits that might accrue from centralization of this work be made evident. Now, that organization, the Employment Service, has done splendid work and has, in my opinion, safeguarded this country against many evils that might otherwise have overtaken it. We find to-day that this work is in some degree being shoved into the background. It is not given the importance that it might be given; and I submit to you that organization is a factor governing employment and that by effective organization, by that plan of organization advanced through the Employment Service, much might be done to slice off at least one section of this problem. But to our astonishment and in spite of our protests, early in this year the Immigration Department, in absorbing the Soldiers' Settlement Board and converting it into the Land Settlement Branch of the Department of Immigration, established employment activities of a quite independent nature, and employment activities which were not related to or co-ordinated in any way with those of the

Employment Service. The result was that the farmers were circularized and asked to accept those people who might be brought to Canada through the agency of the Immigration Department. An effort actually was made to corner the demand for agricultural labour this year and because of these activities, which were most efficiently conducted by the supervisors' organization of the former Soldiers' Settlement Board, who had the country effectively zoned and could adopt high-pressure methods in placing those who reached our shores from other countries, there occurred naturally a displacement of Canadian workers. There was serious interference with the movement directed by the Employment Service in former years—for instance, the sending of the men from the lumber industry to the Prairie Provinces, and the dovetailing of some of our seasonal industries. While that original plan of campaign was not carried to a conclusion, I believe, nevertheless, a serious displacement did occur and many workers in Canada who expected to find employment discovered that they had been anticipated and workers from foreign parts had reached the work ahead of them. Instance after instance has been brought to my attention. I feel that this could easily be remedied by better organization and by more effective co-ordination of the work of the Immigration Department and that of the Employment Service. But inasmuch as displacement has actually occurred through this lack of co-ordination, I feel that this adds to the argument already advanced that some responsibility rests on the Federal Government to care for indigent immigrants. I am almost daily in contact with a large number of these people. At the very time when officials of the Department of the Acting Minister of Finance were preaching throughout the country that there was work everywhere for men wanting to work, men would bring to our offices throughout Canada the papers reporting these statements and would say: "Well, we are here now, and we were brought here under certain promises given us in the Old Country. We are ready to work—we are ready to do anything that you give us. Where is this work that they speak of?" And I wish the Acting Minister of Finance could step into the office then and see what could be done to find work. We went to the Immigration Department, we went to the Employment Service, and to municipal authorities and everybody who might offer promise of work. There was no work for men who were willing to work. That situation exists to-day.

I say there are steps that might be taken and that are not being taken, and they are

obviously practical. One step has already been suggested; that is, development of the facilities existing in the Employment Service. I mean by that that a greater effort should be made to form, for instance, the local advisory councils in connection with the Employment Bureaux. There might be more effective community organization and co-operation. That would mean, when carried out, that the available employment would be distributed most equitably among the unemployed. That is not being done at the present time. I can go into any city and show large numbers of men securing employment who do not really need it, who are not obliged to go on the relief list, and this employment is being withheld from men who are lining up at the City Hall for their groceries.

The regularization of purchasing, I feel, is also an important matter that might be discussed profitably at this Conference. Some years ago an effort was made by the Federal Government to centralize its purchasing. As far as I can discover, this programme was not carried out. If I were to take the time of the Conference I could submit data, most impressive data, to show to what extent industrial conditions are influenced by the purchasing, not only of Federal, Provincial and Municipal Governments, but also of large public utility corporations.

There is another feature of the situation that I must speak of before I sit down, and that is the case of the handicapped worker. No serious effort has yet been made, except in the city of Toronto, to solve this problem. I would recommend to the members of this Conference some examination of the work already undertaken in the city of Toronto, where the businessmen have attempted to settle this problem on a business basis and to remove from the general labour market the worker who is physically incapacitated. The incapacitated workers form the nucleus of a very aggravating and perplexing problem. Of the handicapped ex-service men, we estimate there are about 75,000 in Canada. They do not receive pensions that provide adequately for their maintenance, for the average pension is only about \$33 per month. They must seek employment in order to secure a livelihood for themselves and their families. They are not able to compete with able-bodied workers. They are drifting about from one establishment to another, appealing to the sentiment of the members of the community, and, through no fault of their own, they are not giving satisfactory results to the employer. All this tends in every way to aggravate the employment situation. I think that immediate efforts

should be made to still further develop the facilities of the Employment Service to deal with all handicapped workers and see that their placement is accomplished in such a way as to lay the least possible emphasis on their disabilities, give them a chance to maintain their self-respect, and prevent any additions to the already great problem of unemployable workers.

I did not intend to take up the time of the Conference. I suggest, however, that the time is ripe for this Conference to set at work the Committee already appointed, after hearing the provincial representatives, and in some way to crystallize the consensus of opinion. I do agree with Mr. Moore—and in this I have the support of the organization which I represent here—that if any definite action can be taken by this Conference, without interference with the principles of responsible government, which we are bound to uphold, the emergency is sufficiently acute, the unemployment is so abnormal, as to justify a special session of Parliament to deal with it.

Mr. FRED COOK: Mr. Murdock, we had this morning a suggestion from Mr. Mero, of Windsor, for more extensive propaganda by the provinces and the municipalities to aid in the solution of this problem. Yesterday a number of suggestions were offered by the different delegations with respect to work which could be performed during the winter months. Three years ago I had the privilege of serving upon a committee appointed by the Mayor of Ottawa to offer suggestions upon lines which would be beneficial, not only to ourselves, but also, I venture to think, to all the municipalities of Canada. Some of these suggestions, which I have in a memorandum before me, have already been offered to the Convention. I am going to take the liberty, with the permission of the Conference, to submit this memorandum, which to a large extent crystallizes and even amplifies the suggestions which have already been made. The date of this report is the 25th of October, 1921, and it is addressed to the Civic Advisory Committee appointed by the Mayor.

"Your Sub-Committee appointed at the last meeting to consider and report upon the suggestion of the Rotary Club regarding winter employment desires to state that it has canvassed the local situation from every aspect. It is realized that at no time in the history of Ottawa was it more imperatively necessary for all classes of our citizens to work together unitedly and harmoniously for the common weal. With co-operative effort, with the manifestation of the principal of 'give and take' your sub-committee has not the slightest fear but that the coming winter can be tided over for the present unemployed satisfactorily, and without unduly heavy drains on the civil exchequer. Your sub-committee recommends that His Worship the Mayor be asked to appeal to citizens generally to carry out the following suggestions:—

"The Building Trades.—That general repairs (indoor work) which are usually deferred until spring and summer be undertaken during the winter months wherever possible. These to include verandah work, new floors, fixing doors, adjusting locks and bolts, repairs to sheds and garages, summer blinds and other classes of carpentry work.

"Painting and Decorating.—In the spring and summer there is great congestion in these trades. In winter there is little doing, with the result that many men have to be laid off, and take up any odd job that may present itself, even to snow shovelling on the streets. Why not make an even spread, give these journeymen a chance to keep the pot boiling, and put money in circulation by having such classes of work which are under cover, carried out during the winter months.

"Plastering.—This is another of the trades for which there is little call during the winter. Fellow-citizens, there is an ugly break in the ceiling of the dining-room or the kitchen. It is a constant eyesore to the good wife, as well as to you. Why not have it repaired now, and help the plasterer when work is slack?

"Plumbing, etc.—There are few buildings in Ottawa but what a new washer is required on some tap. Your sub-committee has noted with interest the recent statement of the Commissioner of Works of the saving in water consumption during the past summer. Help the city, and thereby help yourselves, by preventing further waste of water. Have your plumbing repairs made as far as possible during the coming winter.

"Bricklaying.—A cursory survey of Ottawa buildings, especially residences, shows thousands of defective chimneys. These are a menace to adjacent properties from the possibility of fire, and a danger to passers-by from falling bricks. Your sub-committee would recommend that the building inspector or other responsible official, be requested to enforce the by-law, and insist that these defective chimneys be repaired. If such action be taken, it will mean immediate work for many bricklayers."

The conference will bear in mind that this report was written in the month of October, 1921, and there was five or six weeks' more time left for outdoor work.

"Electrical work.—In many a building in Ottawa there are sockets out of order, loose bells, etc. To the owner or occupier we would urge that these repairs be not deferred, but undertaken now.

"Awnings and Verandah Curtains.—In the spring the men and women engaged in this trade are almost worked off their feet. Mr. Man, your window awnings were taken down three or four weeks ago, and as they were being put away the wife remarked that she would want a new set next year. The old ones had done duty for 12 or 15 years. They were faded and shabby; another summer's wear could not possibly be got out of them. You are therefore going to please the wife by purchasing a new set in the spring. Won't you place your order now and give the manufacturer a chance? This would mean employment for many men and girls who otherwise may be doing nothing.

"Motor Cars.—There were 6,500 motor car licenses issued in Ottawa this year." (That was the year 1921. In the present year the number issued to date is 14,500, which shows you how business has developed in Ottawa in three years.) "Some of these cars will run all winter, but probably after another month, 80 per cent of the cars will be stored in public or private garages until April. In the summer time these garages and repair shops employ hundreds of men, who are your fellow citizens. In winter these men are kept fairly busy, but could be more so. Some car owners

who lay up their cars for the winter do so accompanied by an overhauling and painting order. Many, however, neglect this until the approach of the next running season. Give the garage boys a chance and get your car thoroughly overhauled and painted during the winter, thereby relieving the pressure of spring work and at the same time furnishing the wherewithal to these men to buy food and clothing for their wives and children.

"General.—For immediate purposes and before severe weather sets in we would urge that gardens be dug and yards cleaned. Preference for these classes of work should be given to the present unemployed.

"The cellar in the house smells musty, the walls have not had a coat of whitewash in years. Let them be given a thorough cleaning. One thousand cellars so overhauled would mean three thousand days' work to men who need it. Do it in December, and help to fill the Christmas stockings of the workman's kiddies.

"Your sub-committee would also recommend that His Worship the Mayor consult with the Commissioner of Works with a view to the enforcement by the latter of the Noxious Weeds Act, so that the owners of vacant lots within the city limits, now covered with rank weeds, be compelled to clear the weeds away before winter sets in. This is work for which the unskilled labourer is well adapted."

And now, sir, I come to the last clause, to which I would particularly call the attention of our friends representing the trades unions.

"Co-operative Effort.—With a view to the special encouragement of winter work in the different lines enumerated above your sub-committee believes that there could be no greater incentive than the offer by employers of a special discount to customers for the months of December to March. This can only be brought about through co-operative effort on the part of masters and men. Better three-quarters of the weekly wage than no wage at all. Your sub-committee would therefore respectfully urge employers and employees in these trades to get together and endeavour to reach a working basis so that there will be a direct encouragement to our citizens to have work done during the coming winter which otherwise would be deferred until spring or summer. It is further recommended that the City Council and the Advisory Committee bend all their energies to effect such an arrangement. This suggestion, if adopted, would work out in this manner. Supposing a discount of 15 per cent on ordinary trade prices were allowed to the winter customer this discount would be met on a fifty-fifty basis by masters and men."

Yesterday our friend Mr. Moore made an appeal for a broad and generous Canadian policy in dealing with this problem of unemployment. I would appeal to Mr. Moore, as a patriotic Canadian, to apply this broad and generous policy to the trades with which he is associated. I believe that if the wage scales, which the Unions insist upon, were suspended for the months of December, January, February and March, and the employees allowed to make their own terms with their employers, half the unemployment problem would be solved.

Hon. Dr. FORBES GODFREY: Mr. Chairman, I have been listening with a great deal of pleasure to the sincere addresses of all the men and one woman, from all over this Do-

minion of Canada, and I am satisfied that we are all gathered here to-day as Canadians with one end in view, that of meeting the unemployment situation in Canada. This has been a peppery meeting in a good many ways, and there has been a good deal of high explosive, but it was held under control fairly well. But I am going to be sincere, honest and straightforward. I never have believed in pussfooting, and I do not intend to do it to-day. I was surprised that when my honourable friend the Acting Minister of Finance walked in to-day, and before he had heard the symptoms of this patient, this husky young Canadian nation, that is sick to-day, he made his declaration. We are here more or less as doctors to discuss the symptoms of the patient. My honourable friend the Acting Minister of Finance walked in and, adopting Dr. Coué's method, said, "In every way, every day, we are getting better and better," when you and I and every other Canadian who is in touch with the unemployment situation, as I am in the Province of Ontario, know how serious is the condition of the patient. The first thing to do is to find out what is the matter with the patient. My method of diagnosing a case is to start with the first symptom. There is no use in telling Canadian men and women who are anxious to work, but are unemployed and hungry, that times are good, that factories are running, that everybody is satisfied, when such is not the case. Such a statement does not put bread into people's mouths, Tom Moore, and you and I know it.

I have been Minister of Labour for the Province of Ontario for one year. It has been a very great pleasure to me, and it has been also an experience of very great gloom. I have come into close touch with the worker who is "up against it", and with the sincere heads of organized labour, doing the best they can to meet conditions as they exist. I want to compliment the heads of organized labour. I am not doing it with any desire to use what is known in the vernacular, or in slang, as Mexican salve. I want to say this, that when I heard my friend Mr. McKenna speaking to-day, I was wishing we had had one million immigrants of that type twenty years ago, because that type is one hundred per cent Canadian and is bound to make good. It is a select type. And here we come right down to the gist of the whole matter. When good Canadians, born in Canada and educated in the various provinces at the expense of the people of this Dominion, reach the age of eighteen, nineteen or twenty and then cross the line and become citizens of the United States, then I say we ought to find out why

it is that we cannot keep our Canadian boys and girls in this country. And if I had my way I would go this far: there would be, for the next five years at least, the most selected kind of immigration, that we could possibly have, and the most careful inspection at the ports of entry in this country. I say that one Canadian born and bred and educated here is better than one hundred Scandinavians or Finlanders or people of that kind, whom we have to re-educate in order to make them what we hope they will become in time—good Canadian citizens. Immigration is the first thing you have to correct. I say this in all sincerity to my friend the Minister of Labour in federal affairs. I am not playing politics. I suppose some people will think I am. I am a politician, like my honourable friend the Prime Minister of Nova Scotia (Hon. Mr. Armstrong). I do not pretend to be anything else but when it comes to a crisis of this kind, just as when we were engaged in the war, then I refuse to play ordinary politics. Immigration is the first thing you have to settle.

My honourable friend Mr. Robb says we have increased our exports. Now, what kind of exports are we sending out of this country? I do not deal in figures. Thank the Lord for that, because I have a maze of figures which have been prepared for me. I would not impose them upon you. Almost anything can be proved by figures. We have had a Pulp Commission sitting for, I think, a year, or wandering all over this country, to deal with a question which, in my humble opinion, they could settle in one day without even going out of Ottawa. Where are we sending our raw materials? To the United States, to be manufactured into the finished product. Why not do as my friend the Mayor of Vancouver said—why not have them manufactured to the last degree in the various provinces of this Dominion, and give to Canadian citizens the money that is now going to the United States of America? Do we get any thanks for sending our raw materials across the line? I do not think so.

Now, I am not going to be profane. There are a number of things I would like to say, but I have to be very careful in saying them.

Hon. Mr. MURDOCK: Go ahead.

Hon. Dr. FORBES GODFREY: I belong to a responsible government, like my honourable friend the Minister of Labour. But I remember a speech made by Sir William Van Horne, during a recent campaign in the city of Montreal—the only political speech he ever made; and he said it was going to be the last. He was describing conditions be-

tween the United States of America and the Dominion of Canada. He said: "Here you have a dam with a one-hundred-foot wall on one side and a ten-foot wall on the other. Are you going to take down that wall? Not by a dam sight." That was the speech of Sir William Van Horne, and, with apologies to the ladies here, I repeat it, because it is the gist of the whole question.

I am glad the Minister of Labour in Federal affairs allowed Mr. Robb to speak today, because Mr. Robb must be answered by the gentlemen who are sitting over there, and who are closely associated with Labour, as are our friends over here; and in this connection I want to back up Mr. McKenna in every word he said. Why sit in groups? This group situation is the worst thing we have in Canada. We must get together, you manufacturers and you men who work in the manufacturing establishments and handle organized labour. Here are the men who are jeopardizing their capital and thinking twenty-four hours a day almost how they can carry on; and then we are told that Canada is in a splendid condition financially.

I say this, coming from the province of Ontario, and coming back to the question of immigration, the province of Ontario has got the burden of all this immigration that we are utterly unable to absorb. Forty-four per cent out of a total of 77,000 immigrants coming to this country in 1924 gave Ontario as their destination, and we have to absorb them, Mr. Chairman and gentlemen, we and the municipalities of Ontario. Then I say, stop immigration, except those who are strictly agriculturists, because God knows we have enough land in this broad country of ours to put the farmer on the soil; and see that he is 100 per cent farmer and will stay on the farm, or send him back where he came from.

There is just one way to meet the situation, and that is to meet it on the ground that we have here a country that is prepared to stand 100 per cent within ourselves, 100 per cent to deal with people that we can make arrangements with, but let us go with something in our hand to offer. Let us not go on our knees to Belgium or any other country in the world, but say: You deal with us fairly, and we will with you. And why should we have in the city of Montreal, as I understand we have, 35,000 pairs of German boots, labelled in England, of course, and dumped on the markets of Montreal and the province of Quebec to compete against our own Canadian manufactured shoes? Let every Canadian appreciate the soundness of this principle also: Don't buy a dollar's worth of stuff that is not made in Canada. You have just

as good material here. I have been a sinner myself, and I admit it, but from this on whenever I buy anything, I am going to ask that storekeeper where it was made. I tell you if you carry on that propaganda throughout Canada, you will find there will be a great deal less unemployment and conferences of this kind will not be called; there will be no bread lines in Canada; we will be standing absolutely where we stood some years ago, a self-sustaining, a self-contained and a progressive country.

You ask me what is Ontario going to do as a government. I have here a message from the Hon. Mr. Ferguson, Prime Minister of this province, in which he says the Provincial Government are prepared to spend several million dollars in buildings this year; in the city of Toronto alone we have rentals that would amount to a million dollars capital. We are going on with our highway programme. We are going to build additions in Whitby. We are starting a new Bowmanville institution. We are not going to worry about votes or revotes or anything else, and I will be prepared to stand up if I am alive and well, and I think I will be, and defend any appropriation that is made in a crisis of this kind dealing with the people of Ontario.

There have been a lot of solutions offered here to-day. I do not want to be too sad, but there is an old story, so old that it has whiskers on it—I don't know whether Tom Moore has heard this one. There was an old Scotch Highlander dying in a hospital, and the doctor was called in to see him. He said, "Sandy, is there any last request you would like to make?" and Sandy replied, "I would like you to bring in a squad of Highlanders, and hear a few skirls on the bagpipes." That was an easy thing to do, and the doctor allowed him to have it. Next morning Sandy was sitting up, looking quite pleasant and getting better. The doctor said to the nurse, "Don't you see the psychological effect of doing what Sandy asked?" "Yes," she replied, "but twelve other patients in the ward are dead."

Mr. TOM MOORE: May I ask the Minister of Labour for the Province of Ontario whether he is prepared to immediately reconstitute and reconvene the Employment Service Council of the Province of Ontario, which was in operation and doing good and active work, as has been referred to by Mr. Grant MacNeil, but which has not been allowed to operate and has not been convened since the Minister took office.

Hon. Dr. FORBES GODFREY: Answering Mr. Moore. I have offered no objections, as Minister of Labour, to the Council being

called at any time, at any place. It is up to them. As far as I, personally, am concerned regarding that service, everything I possibly can do will be done, but let me see some action, if they want to get together and discuss matters.

Mr. TOM MOORE: I would remind the Minister that part of that council was appointed for one year, part for two years and part for three. The first section has lapsed, and no new appointments have been made, so the Council is not complete. The second section is lapsing, and unless the Minister makes the appointments, the Council will be still further incomplete. So it is not for the Council to meet until the Minister completes it, gives it a Chairman and allows it to meet.

Mr. LOUIS GUYON: Mr. Chairman, I have no mandate to speak in this Conference for the Minister of Public Works in Quebec, but I am here to give you an idea of the situation that exists in our Province. When the invitation was sent out for this Conference, the situation was studied very carefully, and it appeared to the Minister that we should consider carefully what could fairly be done by the Province of Quebec to relieve the situation. The letter of invitation seems to be very clear. It refers to the necessity of meeting this great obligation of providing employment during the winter months. We are alive to the situation in Quebec, as are the representatives of all the other provinces.

I have listened with great attention to all the speeches that have been made here and some startling figures have been given. I am sure that the great old province of Quebec will not be behind the other provinces in looking after the situation. As deputy minister I am somewhat in the position of that minister to a Prince in some country which I need not name, and who always carefully prepared two speeches with the idea of delivering the one he thought would best please his Prince. One speech he would keep in his pocket, and go on with the other until the Prince began to frown, and then he would take out the second speech and recover himself gloriously. In that way everything went off lovely. When I started out from Quebec, I had what the Minister gave me as something that would fit in with the unemployment situation in the province of Quebec. You will find when I read it that it makes ample provision, and there is more to it behind. I also had in my pocket this other speech, the reports of the Department of Labour which I superintend.

Everybody knows there has been a diminution of employment in most of our large factories. That is bound to be the case with the winter approaching, and the close of navigation. There is a backing up all along the waterfront in a large city like Montreal, into which strangers whom we cannot account for are continually coming, people with no passports and no papers, who every day flood our employment bureaus, and bring the list of those seeking employment up to about six or seven hundred. It is quite obvious that people are getting into this country whom we have got to place. All these foreigners that drift into our province and find their way to our employment offices are generally sent out west; we are not placing them on farms in the province. There is too much snow and ice for them. Quebec is a nice province to live in, but they object to the climate, and so it is always a question with us what we can do to meet that situation.

In Montreal we have a certain number of private employment agencies, and by some peculiar anomaly we find these foreigners practically all go to these private employment offices. There is no lack of jobs for them. I see them every day going into the C.P.R. depot and being sent out west, all over the line. The manufacturers very rarely come to us for men required on big contracts.

I have no long list of figures to give you. I am simply going to present to you what the Minister put before me, so that you will see we are alive to the situation in the province of Quebec. We have now at present under way in the province of Quebec thirty-one annexes to the court houses we are building, involving a sum of \$4,000,000. That would probably employ between 150 and 200 men working all winter. We have possibly a dozen schools that are being erected in Montreal. That work is already going on, or will be under way shortly. Turning to engineering work, we are building in the province of Quebec 42 bridges, one of which involves an expenditure for the Department of Public Works of \$400,718. This is a big enterprise. Then, of course, we must not forget, though it is not to our credit, but it will be built in Montreal, the big bridge that the Federal Government is building. We have numerous other construction works that are going on, trifling perhaps in themselves compared with other large works, but they all employ labour. We are hoping that with this work and the splendid charitable organizations we have in Montreal, we shall be able to tide over this winter fairly well. We were in contact with them a few years ago when

that big depression took place, and we found that our charitable unions in Montreal could handle about three quarters of the people out of work at that time. So with the moneys subscribed by the Federal Government and by the city of Montreal we hope to get on fairly well. There was more money spent in the city of Toronto than we ever spent in Montreal out of that fund.

Hon. Dr. FORBES GODFREY: What fund is that?

Mr. GUYON: I am referring to the money that was granted to the provinces for unemployment relief during the depression. We expect that with these public works, and with the work that is being handed out in Montreal under our new Mayor, and we are doing more work in our streets of Montreal to-day than we have done for a decade, we shall get along fairly well. I have listened to many representatives from different towns throughout the country describing unfortunate conditions in their localities, and their picture has fairly taken me off my feet, because although we realize in Montreal that there is a depression, we are not feeling the effect of it so very much, and the conditions are not such as I have heard described by representatives here in this assembly from the municipalities.

I also bring the assurance from the Minister of Public Works, the Hon. Mr. Galipeau, that he will do his utmost with the Quebec Government to try and see that no real suffering takes place from the present depression in our province.

Hon. W. R. CLUBB (Minister of Public Works, Manitoba): I really came to this Conference to listen, but we were accused this morning of jockeying for position. Gentlemen, there was nothing further from my thought when I came to this Conference than doing anything of the kind. I think we have all come here in the best interests of Canada, because we all realize the seriousness of the unemployment situation. It exists from the Atlantic to the Pacific, and there is no use in denying it, and my understanding was that we came here to arrive at some co-operative scheme which would afford some relief in the position that will be facing this country in the coming winter. I suggest, with all due deference to the Federal Government, that they themselves could assist, either in the way of financing or by undertaking public works in the different provinces. The Minister of Labour in the Federal Government told us yesterday that the Federal Government is not prepared to give any assistance in a

financial way to the municipalities or the provinces. They have not yet told us what public works they are prepared to undertake in order to provide some measure of relief this coming winter. I do not know whether that would affect Manitoba or not, because I do not know at the present time of any public works that are contemplated there. We have no wharves or piers to build unless it might be at Port Nelson in preparation for the completion of the Hudson Bay Railway.

We in the province of Manitoba are in rather a unique position, because we are the only province that I know of that systematically assists the municipalities in unemployment relief. I almost wish I had known that last winter. I am afraid if I had, the city of Winnipeg might have had a serious time in getting us to come to their assistance. However, I think we all realize the seriousness of the situation, and I think we only did what was right in assuming part of the responsibility for the relief of unemployment, and while it may have a detrimental effect, while it has its disadvantages, I think we will be prepared again this winter to assume our just share of the responsibility so far as our province is concerned.

As to the undertaking of public works, we are rather over-stocked with public buildings in our province, but there is one building which, if the situation becomes very serious, the province will undertake the construction of. That would be the staff quarters at the Selkirk Mental Hospital. We have had that under consideration for the summer, but I have anticipated such a situation as might develop here this winter, and I think that my idea will be all right, to start construction this winter in some small way to relieve unemployment.

The only other public works which we would consider undertaking would be the gravelling of some of our highways throughout the province, and if that can be undertaken in the winter time we will proceed with it. The only thing which would hold us back from going ahead with it is lack of finances. I presume that condition applies from one end of the Dominion to the other, just as much as it does to Manitoba, but if the Dominion cannot help us, we shall have to face the responsibility ourselves. I do not know, ladies and gentlemen, that I have any further suggestions to make. I have told you what the province is prepared to do and as far as we can go. I trust that before this Conference is closed the Federal Government will see its way clear to co-operate in some slight way at all events with the different provinces and the municipalities throughout this Dominion.

Mr. INGLES: I listened with interest to the remarks of Mr. Guyon, the Deputy Minister of Labour in the Province of Quebec. I inferred from his remarks that the unemployment situation in Quebec was being very well taken care of. I wonder if he can give us the figures as to the unemployment situation in Montreal and the province of Quebec?

Mr. GUYON: I have here a comparative statement for the years 1923 and 1924 of the work of the Montreal Employment Bureau, covering its operations from January to July, in each of these two years. In January, 1923, there were 1,644 applications, 266 vacancies, 346 referred, and 248 placed. In July, 1923, there were 1,727 applications, 809 vacancies, 967 referred, and 842 placed. The total number of applications for the first six months of 1923 was 10,863, vacancies, 4,244, referred 4,287, and placed 3,678. Comparing those figures with 1924, the applications for the first six months of 1924 totalled 13,167, vacancies 2,939, referred 3,494, and placed 2,998. That shows quite an increase in the operations of the bureau this year. These figures, of course, cover the operations of the Montreal bureau alone. We have not tabulated the reports for the province, but Mr. Ainey has them.

Mr. INGLES: After listening to the remarks of Mr. Guyon one would think the situation in Quebec was getting better, but I have here a clipping from the Montreal Star which I would like to read:

While the Bureau (at Quebec) was disinclined to give out any figures regarding the number of jobless, it was gathered that there are well over 600 idle men in this city, while from another source it was stated that the number of people out of work would probably reach nearer the thousand mark.

That refers to Quebec City, and I think that Quebec is in much the same position as the rest of the country. After reading this report in the Montreal Star I do not believe the situation is as good as Mr. Guyon indicates. I believe the actual figures are 2,000 worse than the figures quoted.

Mr. GUYON: There is no doubt that the falling off in Quebec is in proportion to the figures for Montreal.

Hon. R. G. REID (Provincial Treasurer, Alberta): Mr. Chairman, ladies and gentlemen, I have risen with a considerable degree of reluctance at this time to take part in the discussion, not that I am attempting to jockey for position, but for the sole reason which has actuated me in keeping my seat thus far, the reason that I find myself in the position of being able to contribute so little of value to the discussion.

We must realize, in the first place, that Alberta is primarily an agricultural province, and for that reason we do not have to face the problems that seem to present themselves in the provinces lying to the east of us, whose interests are, to a much greater degree than Alberta's, commercial and industrial.

I think it might be well for the Conference also to understand that it is my considered opinion at least, that the post-war deflation has struck the western agriculturists as hard or probably harder than any other class in this Dominion. I mention this not with a view to eliciting your pity, but only to let you realize that the conditions we find ourselves in there, and which are reflected through our Government, have forced us to retrench considerably, and while perhaps a few years ago we had a little money for development, while we had perhaps more public buildings than were actually requisite for our immediate needs, what we have been doing in the last two or three years has been simply marking time in an attempt to keep down our capital expenditure, so that the burden of debt and taxation which is carried by our western people shall not be increased.

I have also to apologize to you for being here representing the Minister of Labour in our province, because I am not able to talk to you as he would be able to do, not being so familiar with the details of the administration of that Department.

I think the situation in Alberta could be summarized in this way: Being an agricultural province, as I have said, the greatest part of our problem has been in connection with the casual labour which it is necessary for us to have at various seasons of the year to meet the demand for farm labour. This has been taken care of in the past by our Employment Service Bureaus, which were brought into being by the Federal Government through the Employment Service Co-ordination Act, which I think, was passed in the year 1918. I think that Act has worked out admirably. Perhaps I might be permitted in passing, to make some reference to certain things which have occurred in the last year or eighteen months, and which have rather interfered with their activities, and rather reduced their efficiency. I should like to refer for a moment, as it has been mentioned by other speakers, to the work which was being carried on, particularly in our province, by the Soldier Settlement Board, by the Salvation Army, and by the Colonization Branches of our Transcontinental Railroads. We find that these people have been acting, not in co-ordination with our Labour Bureaus, but independently, and in many places they have

complicated the situation to a degree that has made it frequently difficult for them to operate, and they have raised difficulties that would not have been raised if there had been any degree of co-ordination whatsoever. I might say that all arrangements had been made for farm labour. It was necessary that we should take care of the removal of our crop, and despite the fact that certain people interested were notified that we did not wish to have any farm help coming from the east this year, the condition which existed when I left the province was that there were some 2,700 men who had been shipped into the province and were there waiting for the crop, which had not yet ripened. I do not wish to elaborate on this. I merely wish to mention it because I consider that if the Employment Service is going to do the work which it was anticipated it would do, and the work which should be done, there should be some action taken to co-ordinate these different agencies which are trying to fill the same need.

I might perhaps say that the problem, looking at it in a general way, is simply this: We have to attempt to provide employment for all of our people for twelve months in the year, or as close to that as we possibly can. As I mentioned, in our case, the problem is principally one of casual labour, and the additional labour which is required is brought in and dove-tails in, I expect, to the casual labour problem in other provinces. Wherever possible we attempt to get our labour from portions of the Dominion to which the men will return, and will be no trouble to us as a result of their coming. But despite all that we have every year a certain amount of unemployment in the winter time. According to the figures which have been furnished to me, however, I find that in normal years the unemployment does not amount to any more than 500 men. This year, for instance, we find that probably there will be an increase, but when all is said and done that increase will not be great.

Summarizing the whole matter, I think it can be said, as I indicated earlier, that we probably have no problem at all when we compare it with the problem in the eastern provinces. Despite that fact, we have a problem, and we have attempted to meet it in exactly the way that has been suggested by the Minister of Labour in the letters which he sent out inviting delegates to attend this Conference. We have work for this winter which it has been the practice of the Department of Public Works to carry out in the summer months. I might mention, for instance, that we find that steel bridges can be constructed in our province quite as

economically in the winter months as they can in the summer. Despite the references which were made by one of the representatives of the building trades this morning to certain provinces which lie to the far west, I may tell you that in the province of Alberta we have undertaken a considerable amount of large construction in the winter months, with entire satisfaction. For instance, the huge Canadian Pacific hotel in Calgary, The Palliser; the brickwork was started in the month of November and finished in February. The Banff Hotel was built in winter, and for the Herald Building in Calgary the reinforced concrete was poured in the months between November and March, so that the suggestion which has been made that there should be a great amount of building work done in winter is not one which should be confined, in your consideration, entirely to the eastern provinces, for it appears to me that all the burden of proof is to the effect that it is entirely within the bounds of possibility within our western provinces.

Now how to bring this about is the question. It seems to me that this is rather a difficult thing. It cannot be done by Act of Parliament; that is a certainty. We have evidence placed before us which would indicate that winter construction is economically sound, and I think that if we had those people who are employed in the building trades convinced of that fact, perhaps our difficulty would have disappeared.

I have perhaps mentioned things which are not of any very great importance to the Conference. I wished merely to indicate that we were moving along lines which appeared to be similar to those that were suggested by the Minister.

With regard to the big question of unemployment, I find that I can scarcely accept the dictum of the Dominion Government in this matter, because it seems to me there are two questions involved, and while this may be a little out of order at this time, perhaps the Chairman will permit me to say it: We have on our hands at this time two problems, the immediate problem, which I suppose is the one we are really called upon to deal with here to-day, and which it seems to me is going to be dealt with in a fairly satisfactory manner, when all is said and done; and then there is the bigger question, the fundamental question of unemployment. If it is increasing at the rate which is indicated by certain of the delegates in the last two days, then it would seem to me that the Department of Labour has a problem on its hands which must be tackled, and which cannot be solved by that Department alone, but for which perhaps a partial solution can be found by

consultation with several of the other Departments of Government, including that of Immigration, and that of Trade and Commerce. I find myself in agreement with the spirit and intention, at least, of one of the clauses of the resolution which emanated from the Labour delegates, to this extent, that there should be some serious study given to the whole question, because if that study is not given, apart all together from the suffering which is going to come along, we have also to consider that there is going to be thrust upon the provinces and upon the municipalities a burden which they will have to bear unwillingly and a burden which it will be beyond their capacity to shoulder.

I would just like to say, in conclusion, that while this is not a problem of great magnitude to us compared with some of the other provinces, I still might say that I believe that the movement which has been proposed is a good one, and it cannot fail to work to the advantage of the Dominion as a whole. If we can bring about the condition that men, even certain classes of men, will be employed for twelve months in the year instead of only eight, that is something that is well worth while doing, and I am here to do everything I possibly can, and my province feels the same way about it, to bring about that condition.

Mr. J. D. McNIVEN (Deputy Minister of Labour, British Columbia): Mr. Chairman, Ladies and Gentlemen, I speak with some diffidence to-day, following so many responsible Ministers, and I have to apologize that our own Minister was not able to be present here to-day. The Hon. Mr. Manson, the Minister of Labour in our province, would have been here if it had been at all possible for him to come. I am his substitute in all such matters, and it fell to my lot to come here to this Conference.

I may say that we have a problem of unemployment in British Columbia; in fact, in the winter season, we are seldom without it to some extent. At the present time, unemployment is more acute than it has been for some years. It is very seldom that at this season of the year we have a surplus of unemployed men. At this time last year labour was in demand.

The cause of our unemployment at the present time is not wholly attributable to immigration. It is due more to a depression in the lumber industry, brought about by the over-supply of a year ago. You will remember the disastrous earthquake in Japan a little over a year ago. At that time a big demand for lumber was anticipated and our employers in the lumber industry got busy. Not for years has the lumber industry in our prov-

ince been so busy as it was last fall and winter, and the result was that when the anticipated big demand did not materialize, they were left with a good surplus of logs and lumber on their hands, creating a slump at the present time. They have in the meantime been getting rid of their surplus, and it is just possible that activities will recommence very shortly. That, at all events, is the expectation. Whether it will be realized is another question. I have heard a great deal of talk about unemployment, but I have heard no actual estimate given of the situation in the different localities, and it has occurred to me whether we were not probably exaggerating with reference to the unemployment situation.

Hon. D. FORBES GODFREY: Not a bit of it.

Mr. McNIVEN: I presume that this Conference would not have been called if there had not been justification for it, and I will accept the statements that have been made that there is unemployment. So far as the province of British Columbia is concerned, I had a careful survey made before I left there and found that about a month ago we had about 10,000 men unemployed in the province. That may seem small compared with the unemployment in densely populated provinces, but when you put that figure in comparison with a population of about half a million people, it is a big thing. We should not have nearly that number of unemployed, and the largest proportion of that 10,000 is centred in Vancouver. Just as I was leaving there was a big demand for harvest labour, and it is expected that about 6,000 men will be sent to the prairies to help gather in the harvest. They will be absent about two months, on the average, and in former years they have come back with a fairly good surplus. They have done well and come back with an amount that helps them through the winter. But there is another difficulty that we have in connection with this gathering of so many men on the prairies. As you know, we have a very nice climate in British Columbia. It is particularly nice in winter, and these men like to spend the winter in this salubrious climate of ours. While we send only 6,000 men to the prairies for harvest work, we shall be very lucky if we do not get back 8,000 men.

I have heard the representatives of civic authorities on the prairies and elsewhere make the pronouncement that they were quite prepared to take care of their own people but were not going to look after outsiders. Now, is it fair that the province of British Columbia should be saddled with somebody

else's outsiders? We have that happen every year. We have tried our best to avoid it, but they won't stay away. We would like to have them all if we had work for them, but our winter of course, is a dull season for work. Most of our occupations are seasonal to a degree. In our lumbering industry, one of the biggest industries we have, particularly on the coast, there is a slack season during the winter. In the hills, where the snow gets very deep, and logging is all done by machinery, they have to suspend operations for a time, which creates a surplus of labour normally in the winter. But these men come down from the hills and the woods with a fairly good amount of money to keep them over this slack period. They are always welcome by the municipalities, of course, if they come down with a good wad, but when they come down broke, it is not the same story.

While I have no authority to make any promises as to what the provincial government will do, I can say this: The government has in the past dealt fairly in every crisis such as this which has arisen, and I have no doubt that the government will continue to follow that policy and deal fairly in any matters that may come up in the future.

I was very much interested yesterday in the discussion that took place particularly in regard to winter work, and in the papers read by Mr. Pigott and Mr. Carswell in regard to winter employment in the building trade. Others we have heard say that winter employment is impracticable. I believe that both are right. It is impracticable in some localities, and quite possible in others. On the Pacific Coast outside employment is practicable at all seasons of the year. We have a little rain occasionally, but that is neither here nor there. In the winter of 1922-23, the unemployment situation became quite acute in Vancouver and Victoria, and the provincial government, instead of giving relief to the municipalities, opened up work quite adjacent to Vancouver in the way of land clearing, which absorbed about 500 men from the city of Vancouver during the whole winter. The government spent a little over \$120,000 or perhaps \$125,000 on that work, and the result of it was that the government got about 60 per cent value for the outlay. That may be readily accounted for by the fact that men unaccustomed to the work were taken on. There was no discrimination as to who should be taken on. The only qualification for the job was a man's necessity. Married men were given the preference, and it did not matter whether he was a labourer, a bank clerk, or a professional man, all were treated alike. So

you could hardly expect 100 per cent value on work done under such conditions.

I may say that I am not fully in accord with the pronouncement of the Federal Government. I do not object to the Federal Government's pronouncement upon its own behalf, but what I do object to is their saying, "We have no responsibility, but the provincial government has." The Federal Government bases its stand on the British North America Act. That may be right or it may be wrong, but we also have through our provincial legislatures a Municipal Act, providing for the constitution of our municipalities. It provides that every municipality must care for its own destitute. Now one law is just about as binding as the other, but whenever a crisis has risen, the provincial government has never taken its stand upon that law, but has waived the point and given assistance wherever it was necessary. There is a tendency these days to shall I say, pass the buck. We would like at all times to let George do it. When we get into a difficulty and things look rather gloomy for us, there is always that tendency to pass it on to somebody else. I did admire the persistency with which the municipal authorities went after the government yesterday, and tried to make the government unfold its policy and tell what it was prepared to do. I was just wondering what was going to happen to-day with regard to the provincial governments. While you gentlemen were attacking the Federal Government I was quite content to sit quiet, and I think my friends from the other provinces felt about the same way. However, I can assure you that the province of British Columbia will do its share. It has done so in the past, and I have no doubt that it will continue along that line in the future.

Mayor MURPHY: Mr. McNiven has said that the province of British Columbia in the past has dealt generously, or as liberally as it felt justified in doing, with the municipalities. I would like to ask whether that assistance has been in the form of a direct contribution to the municipality to help them deal with abnormal unemployment?

Mr. McNIVEN: No, Mr. Chairman, it has not. In the winters of 1920-21 and 1921-22, when the Federal Government outlined its plan for contributing one-third of the cost of relief provided the provincial governments took a similar course, we accepted that, and in the winter of 1920-21 it cost the province about \$300,000. The following winter it cost us roughly between \$200,000 and \$250,000. The following winter we provided direct work. We took the unemployed from the centres and gave them work for the provincial govern-

ment. Since then, last winter, the government did not feel that the situation was such as to warrant it interfering.

Mr. TOM MOORE: Did I hear Mr. McNiven say that they had only 10,000 unemployed in British Columbia?

Mr. McNIVEN: That is the best estimate I have.

Mr. TOM MOORE: Figuring that out on the basis of population gives about 200,000 unemployed for the Dominion of Canada. Does he consider that a normal situation?

Mr. J. S. MARTIN, M.L.A. (Chatham, N.B.): Mr. Chairman, ladies and gentlemen. I have no mandate and no authority of any kind to speak for the government of the province of New Brunswick. I am a Labour member in the legislature of that province, and I was just wondering while I was sitting here if it would be fair to make a guess just why I was sent here. I was thinking it might be as well if a radio set had been installed here. It would receive the impressions, and I consider now that is what I have been sent here for, just to listen in. The only explanation that I had was a notification that by Order in Council J. S. Martin was required to attend this conference held here at Ottawa, commencing on September 3rd.

Not having the authority to speak for the provincial government, I can at all events give the conference my own impression of the conditions that exist in the East. We have at the present time very little unemployment in the northern part of the province, where I happen to reside, but in the two largest cities, which are located in the centre of the province, namely, the city of St. John, and the city of Moncton, I know that there is considerable unemployment at the present time.

As far as work that might be provided is concerned, I am not in a position to say that any work could be provided by the provincial government to relieve the situation there. The necessary works carried on by the Public Works Department, which is the largest spending department of the government, are of the nature of road and bridge building, which cannot be carried on during the winter months. As I said, Mr. Chairman, my remarks are going to be very brief, but I have this to say, that there are necessary public buildings which should be erected by the Federal Government. There is the one that was mentioned here by Mayor Potts of the city of St. John—the depot in that city, and there is the Post Office in the city of Moncton. I believe, sir, that if the Federal Government or the Departments could

see their way clear to carry on that work at the present time, it would greatly help the situation.

They might also use their power to divert the freight that is going from Western Canada through American ports. I refer to the ports of the state of Maine. If that freight could be diverted to the city of St. John, in the province of New Brunswick, and the city of Halifax, in the province of Nova Scotia, it would improve conditions in those provinces. I feel sure, sir, that we can influence the provincial government in New Brunswick in some way to relieve the situation, and that if we could have the promise of the federal authorities that those works which have been mentioned will be carried on, and if the grain can be diverted to the ports of Halifax and St. John, we shall be able to cope with the unemployment situation which we expect for this coming winter. The reason we expect unemployment is the condition of the lumbering industry. As stated by the gentleman from Manitoba, last year the prices looked good to the lumbermen and they went into the woods and carried on operations on a large scale. They have been sawing all summer. The market has not come up to their expectations, and there is very little shipping going on in the province of New Brunswick.

Now, Mr. Chairman, there is nothing further that I can say, except that I thoroughly endorse the proposals presented by the President of the Trades and Labour Congress, Mr. Tom Moore.

Hon. Mr. MURDOCK: Mr. Thomas M. Molloy, representing the Government of Saskatchewan. He is Commissioner of Labour and Industries for the province.

Mr. THOMAS M. MOLLOY: Mr. Chairman, like my friend on my left, Mr. McNiven, of British Columbia, I also regret that my Minister is not here; and I am sure that many of you regret it, especially those of you who know something of his ability to talk on tariffs. He is a past master at it, and I am sure that had he been here last night it might not have been so necessary to shut off the discussion as quickly as it was closed. I find myself in this difficulty, that I am, I think, the only person here from the Province of Saskatchewan, whereas practically every other person here has somebody else from his own province to back him up and endorse what he says. I find myself in this further difficulty. When the people from Manitoba talk of the situation in the Province of Manitoba, they mean the city of Winnipeg. When the people from Alberta talk of the situation there, they seem to mean Calgary and Ed-

monton; and when Mr. McNiven speaks of British Columbia he is talking of Vancouver; whereas with us in the province of Saskatchewan we have no central city, as it were, creating a problem which overshadows everything else in the province. I think that most of the story which I might tell you has already been covered by Hon. Mr. Reid, because we are in a somewhat similar position. Being a farming province with a scattered population, our problem is one of agriculture. The only question to which we might have to turn our attention is that of our seasonal employment. We find there that on the average during the year we have about 5,000 orders for jobs, whereas from August 15th to September 15th we have 30,000 orders. You will understand that when you have a peak load like that shoved on your province in one month, it is a very difficult situation to handle. Some persons who have spoken here have said that there is a weakness in the organization which brought men in too soon. The weakness is not in the organization; it is in the weather. We cannot control the weather. It is impossible to tell a week in advance when the crop is going to ripen. The only thing we can do is to make a guess at it as nearly as possible, and take a chance of being right.

We have our relief problem in Saskatchewan. It is largely in the dried-out areas, and in that respect we have a big problem on our hands this year. When we have had a problem in the cities, we have always met the situation.

I think the Mayor of Halifax wanted to know if some of the provinces gave direct relief to the cities. In Saskatchewan we did. We made a loan to each of the three cities, the total of the loan amounting to the sum of \$40,000, which was divided among three or four cities, \$10,000 or \$15,000 to each. They were supposed to pay it back, but whether they have paid it back or not, I do not know. As to that, you will have to ask the Provincial Treasurer.

I am told by my Minister to say that the Province of Saskatchewan has for a number of years been alive to the situation. We have always deferred our public works as far as possible for winter work, but if we defer them too much we get many people from Winnipeg to help us with them, and a large number from Edmonton and Calgary too. However, we have handled our situation. Our problem, I will admit, is a small one. We recognize that it is nothing as compared with what you have down here, and we have always met it. I am sure that any measures which the Federal Government may formulate for the pur-

pose of handling the situation will have the active co-operation of the Saskatchewan Government.

Hon. Mr. MURDOCK: I wonder if I might make a suggestion and a request now. Alderman Miller, representing Mayor Hiltz of the city of Toronto, has with him a colleague in the person of Alderman Wemp. As was stated by Alderman Miller yesterday, they came to me as members of a committee some months ago to press for the convening of a conference and the adoption of some general, Canadian-wide scheme, and, it can be truly said, they gave some helpful advice and suggestions in connection with this matter. Alderman Miller asks that Alderman Wemp be permitted to address the Conference for a short time, and I was going to request that the Conference accede to that, and to suggest that then perhaps the Committee that was appointed yesterday might meet for an hour or so with a view to seeing if some tangible, concrete suggestion to which we could all agree might not be drafted. The Conference would consider it at a later session, possibly to-night, if the Committee think proper, or when the Committee so decide. Do I hear any objections? If not, we shall hear from Alderman Wemp.

Mayor OWEN (Vancouver): Mr. Chairman, would it be possible to give us any idea as to when the Conference will be over? It is necessary for us to make reservations, and if we do not, we may be obliged to stay over.

Hon. Mr. MURDOCK: So far as I can see at present, and this of course subject to correction—if this Committee that has been appointed could draft some concrete recommendation for adoption in the form of a gentlemen's agreement, I do not understand that anything more can be done. If that recommendation can be presented to the Conference to-night and there is a reasonable chance of its adoption in the course of a couple of hours, it is my opinion that the Conference may finish to-night. However, I am entirely at the disposal of the Conference.

Mr. JOHN W. BRUCE: Mr. Chairman, there is one thing that must be seriously considered when we are setting to work a Committee representing these varied views that have been expressed here. In my judgment it would be impossible for them to come to what might be termed a unanimous proposal, within that Committee. At the same time I feel that any resolution that comes from that Committee should at least be open for discussion and amendment by the delegates of this body, who are here trying to express the

opinions of the different groups composing this Conference. I had in mind the thought that we might adjourn now, or after the address of the speaker whom you have mentioned, and not meet until to-morrow morning. That would allow the Committee time to get to work and devote the evening to the proposition, to see if they can make any progress with it.

Hon. Mr. MURDOCK: I am in the hands of the Conference.

Mr. BRUCE: Before you call the next speaker, and in order to test the feeling, I will move that after the next speaker concludes this Conference shall adjourn until ten o'clock to-morrow morning, and that the Committee be requested to meet this evening in an attempt to draft a resolution for submission to the Conference in the morning.

Mr. PIGOTT: Mr. Chairman, I wonder if that resolution that Mayor Hiltz moved, and that passed the meeting yesterday, would have passed now. I think that resolution was put before this body and passed without proper consideration. I do not believe that any resolution is going to get us any further than the discussion we have had. I do not see how it possibly can. If the purpose of your Government was to get expressions of opinion from all parts of the country and from all the different interests involved, I would submit that you have them before you now, and to go into a Committee made up of representatives of those different interests would simply mean that a resolution would come from that Committee which would be entirely innocuous and have no force.

Hon. Mr. MURDOCK: Mr. Pigott, I would draw your attention to the fact that on page three of the original call it was stated: "The Federal Government, in taking the initiative in this matter and undertaking to convene the proposed conference, is actuated by the hope that the conference will lead to the development of a systematic co-operation of all public authorities and other parties as indicated, in creating and maintaining a reasonable volume of employment during the winter months." Surely as the result of the discussion we have had so far, we can formulate, as I am sure it is the desire of everyone here, a general agreement as to how that should be done. Would it not be reasonable for the Committee at least to have a try at it, to see whether they could reconcile the respective views and prepare something, perhaps in concise form, for submission to the Conference and, as Mr. Bruce suggests, for discussion and either adoption or rejection.

Controller TULLEY: As seconder of the motion I wish to state now that I am still of the opinion that we should crystallize the work that has been done by this Conference in a general resolution to be brought before the Conference for discussion and acceptance or amendment, as the case may be. The reason the motion was brought in yesterday was that it was thought the Committee would meet last night and that with the subject matter that had been placed before them yesterday they would have been able generally to summarize the views expressed and bring in a resolution that might be adopted, perhaps after a little discussion. I am still of the opinion—and I think Mayor Hiltz would also be of the opinion—that that Committee should sit and should place before us a resolution which would forecast the wish of this Convention and be approved, or amended, as the case might be.

Hon. Mr. MURDOCK: Mr. Bruce moves—do I hear a seconder?—that after the next speaker has addressed the Conference it should adjourn until to-morrow morning, and that the Committee appointed last night meet to ascertain if they can prepare a resolution that may reasonably meet with favour.

Alderman MILLER: I have much pleasure in seconding the motion. I am speaking, I think, on behalf of Mayor Hiltz. There is just one thing lacking, Mr. Chairman. The Committee will be confronted with this difficulty, that we do not know just what position to take in formulating a resolution in so far as the Federal Government is concerned. I think we are satisfied that the provinces are all in accord with some definite co-operative scheme of assistance, and the municipalities are the same. We have nothing definite from the Federal Government. We must meet to-night and decide upon a resolution to place before the Federal Government, if necessary, but the Committee will find it difficult to draft such a resolution unless they have some concrete suggestion from you, Mr. Chairman, as to what your Government will do. I am in accord with the motion and am willing to second it.

Hon. Mr. MURDOCK: I may say, Mr. Miller, that I think the Federal Government's position in this matter is outlined in the letter of invitation of May 31st, which I read when discussing the particular purpose for which this conference was convened, that is, to devise "a systematic co-operation of all public authorities and other parties as indicated." Now, the Federal Government, in so far as I understand, are absolutely prepared

to go wholeheartedly into that proposal. I personally appreciate very much the suggestion that came this morning from our friend Mr. Carswell, about changing the fiscal year. I could not for one moment attempt to anticipate Parliament's intent in that matter, but it seems to me that the proposal was a very beneficial one. If it were adopted, our appropriation would become available at a different time of the year and enable us to start operations then. The Federal Government, according to my understanding, are prepared to co-operate heartily with municipal and provincial and other authorities "in creating and maintaining" a greater volume of work this winter, and in winters to come, than has been the practice in the past.

Mr. CARSWELL: I beg to move an amendment to Mr. Bruce's motion, namely that this Committee get into harness right away and bring in a resolution at eight o'clock to-night.

Mr. BLATCHFORD: Make it eight-thirty.

Mr. CARSWELL: At 8.30 to-night. There are many of us who are going away to-night, Conference or no Conference. Speaking for myself, I have to go to-night, and I know a number of others who have to go. I cannot for the life of me see why between 5.30 and 8.30 these men cannot get together and crystallize what has been said in this Conference, because there are certain items that we are all agreed on. There is the question of winter work. There is not a man in this room but wants to see winter work go ahead this year—construction of one type or another. There are a number of things on which we are absolutely agreed and which can be put into the form of a unanimous resolution. Then, coming to points on which we may disagree, it is not necessary to bring in a unanimous resolution; you may crystallize the feeling of this meeting by simply saying, in a note added to the resolution, that the labour group thinks so and so, the manufacturers so and so, and the construction industries so and so. Then you will have an expression of the views of this Conference. But we can crystallize in one resolution the points on which the Conference is unanimously agreed.

Hon. Mr. MURDOCK: I wonder if our friend Mr. Bruce would try that out.

Mr. BRUCE: Let it go.

Hon. Mr. MURDOCK: Mr. Bruce changes his motion. So after the next speaker has concluded, the Committee will undertake to

see if they can draft something for the consideration of the Conference at 8.30. Alderman Wemp.

Mayor FARMER (Winnipeg): Before Alderman Wemp is called upon, may I ask this question? To what degree will the respective public bodies represented here at this Conference be bound by the resolution which may be passed by the Conference?

Hon. Mr. MURDOCK: Mayor Farmer, I do not think that any resolution passed here, or any action taken here, can absolutely commit any body represented here. It can be nothing more than an expression of opinion by Canadians who have the interest of Canadians at heart, and can be regarded as nothing more than a suggestion for which we will, all of us, contend in order to secure its adoption in our respective jurisdictions, whether municipal, provincial or federal. I understand that that is all that can be done by any action that is taken here.

Mayor MURPHY (Halifax): I am sure it would be helpful to have a definite assurance from the Premier of Nova Scotia, on behalf of that province, that they are prepared to assist with any amount of necessary help in this problem.

Hon. Mr. MURDOCK: Premier Armstrong of Nova Scotia.

Hon. Mr. ARMSTRONG: Mr. Chairman, I am somewhat at a disadvantage, because I do not know what the other provinces have said, but I think I intimated last night in the observations I made where the Province of Nova Scotia stood in regard to public works. I think my friend Mr. Moore was quite satisfied with what I said in answer to his proposals, and I cannot add very much to it. Speaking for the Province of Nova Scotia, I want to say that we have done and will always continue to do, public works that will give employment to the largest number of people possible, and what I referred to last night has done a great deal to stabilize the labour situation in the Province of Nova Scotia. I cannot claim, like the Deputy Minister for Quebec that we can build bridges, because we are in advance of the Province of Quebec in having all our iron and steel bridges practically complete throughout the whole Province of Nova Scotia; and if we had bridges to build they would probably be built in places where they would not assist in the labour situation in the particular district where unemployment might prevail. There are in the Province of Nova Scotia one or two centres where the present industrial situation

presents some real difficulties. I referred last night to some of them. One is the coal and steel industries. The steel industry of Nova Scotia affords a great market for the coal. If the steel industry is depressed, the coal industry is depressed in consequence, as my friend Mr. McLurg, of the Steel Company would bear me out in saying. Until that situation improves there must of course be a slump in the market as far as the coal situation is concerned.

In the city of Halifax there may be a real situation confronting us; but it would be far from me to make any declaration of policy as to what the Government of Nova Scotia is prepared to do, because I have no instruction in that direction, further than to say that the Province of Nova Scotia in the past has always been willing to co-operate, and has co-operated to the greatest possible extent in carrying on public works. I know of no public work to which we have been committed, either directly or indirectly, in which we have not already made expenditures or are not prepared to continue those expenditures. In so far as any public works are concerned which come directly under our jurisdiction, if we can improve the situation by giving employment, we shall take very good care to see that those works are carried on. I could suggest other public works which might be carried on; whether by federal, provincial or municipal authority, I will not say; but these works can be carried on where they will fit a square plug to a square hole, and that is much better than any general talk about being prepared to co-operate. It does not get me very far to say that we are willing to co-operate. But unless we can fit the job to where the job is needed, we may be doing an injustice rather than helping the unemployment situation. We will carry on certain public works in the Province of Nova Scotia and will have regard, as I am sure this Convention properly appreciates, to the place in which they would do the most good and furnish the greatest amount of relief and assistance to those who are unemployed. That requires co-operation among the federal, municipal and provincial governments. If we can vote work where work is needed to stabilize the labour situation in any portion of the Province, I have not the slightest hesitancy in saying that the Province of Nova Scotia will do its full part in that respect. I believe in public works rather than public doles.

But I cannot disregard the fundamental purpose of this Conference, as I understand it. I repeat that in my opinion the Minister presiding at this Conference is absolutely right in stating that our peculiar work is to

address ourselves to the very problem which he enunciated at the opening of the meeting. I may not have the privilege of being here to-night to see what the findings are, or whether I would take exception to them or not. It does not make much difference. We in Nova Scotia have distinctive problems, and in dealing with them I know I can rely upon my friend the Mayor of Halifax, and I feel certain I can rely upon the co-operation of the Federal Government. By municipal, provincial and federal authorities putting their heads together, we have solved a good many problems in the Province of Nova Scotia in the past. I do not think we ought to make any public declaration which would bring unnecessary population to the centres in our province, and I do not intend to announce from the housetops what we are going to do in Nova Scotia, and what we are not going to do. We have done our duty in the past, and we shall do our duty again. But as far as the Government of Nova Scotia is concerned, I have no hesitancy in saying that we shall be prepared to "come across", if I may use that rough expression, providing the other parties are prepared to do likewise in assisting the general situation wherever we find that the labour conditions will warrant it. Indiscriminate spending of public money without regard to labour conditions would be a very unwise and improper thing under the circumstances prevailing in this country at the present time.

Now, Mr. Chairman, I do not know whether I have answered the particular question asked me or not. I just want to assure you that I appreciate your courtesy in calling this Convention. I think it was necessary for us all to be represented here at a fair round-table discussion of the various problems which confront us. I will not attempt to participate further in the debate except to say that I have appreciated the fairness, caution and courtesy which you have shown to the delegates. I am glad we have had such a frank expression of views on all topics that are open for public discussion, and I can only repeat my own pleasure at being here and having had an exchange of sentiment and exchange of ideas. We have all improved ourselves and our mental condition by the discussion we have had. I regard the condition in Nova Scotia as a problem which requires our best attention, and if there is anything that we can do as a province to further the aims and objects of this Conference or to arrive at a practical solution of the present difficulties, particularly during the winter months, I think you may rely upon the Province of Nova Scotia doing its full share in that respect.

Alderman WEMP (Toronto): Mr. Chairman, ladies and gentlemen. Those of us who have been analyzing in the past two or three years, particularly since the conclusion of the war, the industrial situation, have watched with a great deal of uneasiness the separate policy of the Dominion Government, the separate policy of the provincial government, and also the separate policy of the municipality, in all conducting their work when they saw fit and without regard to the labour conditions in any particular locality. The Dominion Government in one place would start work in May; the Provincial Government would start work in the same month; the municipal government would begin in the late spring. There would be a frenzied rush to compete and take up that work. Not only would the people in the district be engaged in the three pieces of work conducted by the Dominion, provincial and municipal authorities, but you would have outsiders coming in, to say nothing of people who would come from the Old Country or from the United States, register as tradesmen, and secure work. If the work was all completed in the fall, or stopped in the fall, then the municipality could take care of itself; the Provincial and Dominion Governments would pull out from their work and leave the municipality to suffer from the abnormal condition which they have created. In view of these facts we feel that the Dominion Government, the provinces and the municipalities ought to put their heads together and make one programme of all the public works to be undertaken in a particular locality, instead of creating abnormal conditions by a lack of co-operation.

There was a deputation waiting on the Council of a small town, to ask for the construction of a block pavement in the centre of the town. The Reeve and Council said that it was impossible; that they could not possibly have that done. The businessmen were rather disgusted with what was going on in Council, and as they went out the door they said: "Gentlemen, we have been asking for a block pavement on the main street. If you will only get your heads together, we can have it."

I sometimes think that we have been tackling our problem in a blockheaded way by opposing each other and creating an unfortunate position, and I think that now is the time for us to get our heads together.

We feel, after analyzing the whole situation, that the industrial centres of Canada are passing from the pioneer life of the Dominion, the time when we closed up on the farm when the snow flies and did not open up work again until plowing began in the early spring.

The whole industrial life of the country is crying out for a national policy and for national leadership. The municipality is part of the body. The province is another part. Unless the Dominion Government puts a head on it the body will never move in the interest of the Dominion of Canada. Now we are passing out, we think, from the old condition into the new, and as Canada grows we must have co-operation in all public works. I do not think we ought to take second place to the United States or any other nation. We have now reached the stage at which we should construct for ourselves and look after the Canadian situation as it is. I think the question divides itself into two problems—the laying down of a national policy for Canadian employment, and the extension of that policy to take care of workmen during the abnormal periods. I think that in this Conference we have slightly confused the two. An abnormal condition is existing to-day and has existed for some time, and it may extend into a period in which unemployment relief may be necessary. Not only has the policy of employment its permanent application, but it has a temporary extension to meet an abnormal situation; and it is again divided into two branches, outdoor work and indoor work. By definite co-operation we can overcome to a large extent the frenzied rush and the overlapping by governments, municipal, provincial and Dominion, and provide work for the bona fide residents of a particular area. In providing them with outside work you are also providing work for employees on the inside, because the men on the outside cannot work unless they have the materials, which are produced in the factory. The farm life in the province of Ontario as in the other provinces is changing. Farmers are changing their methods from those of pioneer days, and they are now engaged all the year round. Not so long ago the farmer worked only from early spring till late fall. To-day in the province of Ontario the progressive farmer never stops. He works the whole twelve months, and has reconstructed his life on the farm accordingly. In the cities and large industrial centres we must reconstruct the idea that we are not yet away from the pioneer farm life and that it is part and parcel of the city or the industrial centre. The bricklayer, as has been stated, asks a wage for six months to enable him to live a year. That is an abnormal condition, and if the population of Canada is to grow to any extent, that condition cannot go on without resulting in a crisis at some time or another. The municipalities are laying down a plan of work on a twelve months basis, so that work can be carried on

during the winter as well as in summer. Having laid down their policy, they can fit their work into that policy; and in the same way the province can lay down its work and fit it in with that of the Dominion Government. By these means production will be increased and overhead reduced.

We have had a glaring example within the last six months in the United States. I think my figures are correct when I say that about 94,000 Canadian workmen left within a certain period—I cannot give you the number of days—to work in the United States on construction, and they have been working over there for the last five or six months. These men are now drifting back to Canada. That work has been completed, we will say, by foreign labour; because Canadians in the United States are, after all, foreigners. The workmen belonging to the municipalities in which the work was done will be out of work this winter. We should take warning from that example and not create such conditions here in the summertime by bringing in outside labour when there is activity in construction, and then having our own men unemployed during the winter.

In a committee we had engineers and architects present their flat on winter construction. As has already been stated, the fallacy that has existed throughout the Dominion of Canada with regard to winter construction has been entirely exploded. There is no reason why we should not work on a twelve months basis, if the Dominion Government will lay its cards on the table and the Provincial Governments and municipalities will do likewise. Let each state what its programme for the year is to be. Labour, as already has been stated, will also make its contribution on a twelve months basis, instead of a basis of six, eight or nine months. The unfortunate situation is that if a man is employed for six months in the year, or eight months, and receives a salary to carry him for twelve months, it does not carry him through. It is a weakness in human nature that for the last two months he is without funds. Therefore the man getting the same salary for twelve months and working the twelve months is far better off, and it is more to the advantage of the Dominion, and particularly to the advantage of the municipalities, to have the man employed all the year round, even if he is making only the same amount of wages. There is the contribution that labour can give.

I think that we ought to have a strenuous educational campaign on behalf of "Made in Canada" goods. Everybody laughs at that. When I came into this room a man handed me a card. When I turned it over I saw

printed on it, "Made in the United States"—in Chicago. Just before I left home my wife showed me a beautiful thermometer in a wooden case, and she said, "Turn it over." It was "Made in Germany." I said, "Who is the head of the ice company that sent this?" It turned out to be a friend of the family, and when I go back home my answer to that man will be to return the thermometer with my compliments as a Canadian soldier and tell him that it is too bad Germany does not export ice to Canada, so that his company might go out of business, as well as the thermometer company. That is the sort of thing I refer to when I speak of an intensified campaign for Canadian goods. That company is buying those thermometers and giving them away, and is able to do so on account of the depreciated currency. Well, for my part I do not want to accept anything of that type. I am free to state this, that Mr. Varley, one of the labour representatives, presented to our Committee when we were investigating this matter in the spring, the name of the firm and all the particulars of a shipment of 35,000 pairs of German shoes landed in Montreal and sold at \$1.50 a pair, and he appealed to the Dominion Government to enforce the anti-dumping clause. He could not get the Dominion Government to move. If the municipalities and the provinces are to play their part, it behooves the Dominion Government to act as head of the body.

I will say for the Dominion Government that they have plenty of work on the books at the present time, and the money has been voted by Parliament, and they could get right to work and provide a certain amount of employment. If they would take all the money that has been appropriated for certain public works, some of it would last for the next five years. Let them plan that work at a round-table conference with the provinces and the municipalities concerned and work out the amount of employment that can be supplied on the public works, as compared with the supply of labour in the particular locality. In that way you will be able to tell within fifteen minutes how much surplus labour you are going to have for the winter. If you will pardon the expression, I think we ought to get down to brass tacks. By the Dominion, the province and the municipality putting their facts and figures together they would be able to tell in a short time just what the surplus of labour would be in any locality. I am referring to bona fide residents, whom the municipality feel in duty bound to look after. This method of co-

operation would do away with the overlapping and would smooth out the rough spots, spreading the work as much as possible over the whole year, and making Canada a twelve-months nation, instead of a nation working only six, eight or nine months a year.

A great deal has been said in regard to handing out relief. I may state that the city of Toronto spent last year alone about \$1,500,000 on relief; that is, in providing food, etc. It spent \$300,000 on snow shovelling. If the Dominion Government, with the Provincial Governments and the municipalities, were to say, "Now, here we have a programme of construction," the municipality would be able to supply the labour and pay those men for work instead of giving them unemployment relief, for which there is absolutely no return. Instead of scattering \$1,500,000, there would be production and a return for that money. The amount now spent on relief creates nothing but discontent.

I am afraid that we are educating too many Canadians to be good citizens of the United States. If according to the Dominion statistics our population has increased in a certain period, and if in the same time we have had so many of our Canadian workmen going to the United States, it means that we have been educating Canadians at our expense and when they have gone to the United States they have been replaced by foreigners.

With all due respect to you, Mr. Chairman, and your reading of the British North America Act and the right of way of the Dominion Government, my only comment would be that the cemeteries are full of drivers who had the right of way. A government is a law unto itself. It makes the law and administers the law, and it can do with law what it likes. There is always a way round it.

Hon. Mr. MURDOCK: It does not administer the law, surely.

Alderman WEMP: Well, when we have to appeal against the law we usually come down to the Minister at the Parliament Buildings in Ottawa to get the matter straightened out.

Hon. Mr. MURDOCK: The province administers the law.

Alderman WEMP: Yes, to a certain extent. I might say as to the administration of some laws, that in the province of Ontario some of our people think the "O.T.A." stands for the Ontario Temperance Act, but others think it stands for "Old Time Associates," and act accordingly.

Hon. Mr. Robb this morning gave us certain figures. I was very much interested in

his remarks, having heard his Budget Speech in the House. I listened attentively to his address this morning, and it was very interesting—very good. Hon. Mr. Beland has it memorized; he does not have to read it. I have heard it on several occasions from the Doctor. But, as you know, Mr. Chairman, under extraordinary circumstances extraordinary things have been done, and I would like to cite the case of rehabilitation of disabled soldiers in a particular locality, which has had the hearty co-operation of the Dominion Government. Law or no law, it is in operation, and it is proving a wonderful success; and we want to thank you, Mr. Chairman, for your splendid co-operation and your fighting ability in getting it through in the interests of the returned soldiers. It is in operation and has accomplished things. But in regard to the figure that Hon. Mr. Robb presented this morning he wanted to paint a glowing canvas, showing every factory in operation; but at the same time another Minister of the Government issues the statement that there are 10,000 more men out of work now than there were a month ago. When Hon. Mr. Robb was speaking this morning it reminded me very much of a university professor who was an expert in meteorology. When he came down each morning he looked at his wonderful and expensive barometer, and it told him the weather conditions absolutely, just as you consult your statistics to ascertain the conditions in Canada. Looking at the barometer he saw that the weather was fine. According to the barometer, the sun was shining and the birds were singing. He put on his palm beach suit and stepped out the front door—and he got soaked with the rain. Of course the barometer could not be wrong. The statistics cannot be wrong, but when you step out you get caught in a rain storm. So Hon. Mr. Robb can step out from the Bureau of Statistics and run into 10,000 more unemployed this month than there were last month.

Hon. Mr. MURDOCK: Tom Low is in the Bureau of Statistics. The Minister of Trade and Commerce is in charge of that Bureau.

Alderman WEMP: The figures presented to us may show an improved condition in certain industries, but they do not say what is the export of raw material, passing by the doors of the men who should be working on it, and leaving them unemployed. To-day a million dollar job can be done by twenty-five men, whereas a few years ago—at the time when perhaps the statistics were compiled, the same sort of job might have taken a thousand men. If you want your roadway torn up you put a

big plough on it, and it goes right through the pavement and rips it up; then you put on a steam shovel, which throws it right into a lorry; and you have a whole train of lorries at work, and away they go with your road bed. You have it relaid the next morning. A few years ago the men would be standing around, spitting on their hands and ready to start work, whereas under present conditions the job is half done. Conditions are changed. Therefore you can make figures prove anything you like. I think the Dominion Government should in this case lay down a national policy according to the changed conditions in Canada as they are reflected by the present figures of unemployment; and under that policy there should be co-operation with the municipalities and the provincial Governments. Though you cannot have it compulsory, you will find that the representatives of municipalities will be only too pleased to co-operate in every way. Let us take a united programme and spread it over the twelve months, and look after the bona fide residents, and try to create a better condition in Canada than prevailed in pioneer days, when work was carried on for only eight or nine months a year. Let us have work all the year round in the Dominion of Canada, and it will mean prosperity and growth in this country instead of periodical upheavals caused through unemployment and discontent.

Hon. Mr. MURDOCK: Now we will adjourn until 8.30. In the meantime the committee which was appointed yesterday will meet.

Mr. RIGG: The committee is at work.

The conference adjourned until this evening at 8.30 o'clock.

THURSDAY EVENING SITTING

September 4, 1924.

The Conference resumed at 9.15 p.m., the Hon. Mr. Murdock in the Chair.

Hon. Mr. MURDOCK: Is the Committee ready to report?

Mr. SHAW: I would ask Mayor Murphy to present the report.

Mayor MURPHY: Mr. Chairman and gentlemen, I must apologize on behalf of our committee for the delay in bringing in this report, but the time has been spent in getting the various views in some kind of order, and I am sure the delay will be pardoned. I will now read the report:—

1. This conference having heard views of representatives of all the various bodies called together for the purpose of consider-

ing ways and means of dealing with the unemployment situation desires to place itself on record in the following recommendations:

2. The unanimous opinion of the Conference is that assistance in the form of money or doles should not be entertained but that work of some description be encouraged in every locality, with special consideration to work of a permanent nature such as building, construction, etc.

3. From representations made it is the judgment of this conference that certain classes of work, which in the past have been discouraged during the winter season, can with perfect safety and economy be undertaken throughout this country.

We recommend:

4. That all Federal, Provincial and Municipal Government work now under construction should be continued with a full complement of employees during the winter months.

5. That all Federal and Provincial Government work that has been provided for during the past Session of the different Parliaments, should be immediately undertaken and continued during the winter months with a full complement of employees.

6. That inasmuch as the Federal Government has during the past few years had in contemplation the construction of certain public buildings, for which plans and specifications are already in hand, we recommend that they be asked to call for tenders at once on such of this work as can be proceeded with.

7. Further, that the greater the number of hours worked per day on all work undertaken the smaller will be the number engaged, and inversely, the shorter the hours the greater the number who will be provided with some earnings to tide them over the period of scarcity of employment.

8. That a National Committee be appointed consisting of representation of Federal and Provincial Governments, for the purpose of determining where necessary work can be initiated to best relieve unemployment, and to find ways and means for financing the proposed work. This class of work to be commenced as soon as possible.

EMERGENCY RELIEF

9. The Conference is satisfied from representations placed before it that in certain provinces a considerable amount of

unemployment at present exists, and that we must anticipate its being materially aggravated during the winter months.

10. Under these circumstances we feel that some definite understanding should be had between the various bodies concerned as to the lines along which such a condition should be handled.

11 The Conference desires, therefore, to recommend that where after full and careful investigation emergency relief is found to be necessary, that such relief should be extended. The expense involved to be borne by the Federal, Provincial and Municipal authorities involved on the basis of 50 per cent by the Municipality, the balance of 50 per cent to be taken care of equally by the Federal and Provincial Government concerned, the responsibility of the municipality in such emergency relief to be confined to bona-fide residents.

Then follows the last section:

12. After hearing representations respecting the work carried on by the Committees appointed under the Employment Service Co-Ordination Act, we feel justified in recommending to the Federal Government that these Advisory Councils be properly constituted and their activities be placed on a working basis and continued during the coming winter.

It is only natural to expect, Mr. Chairman, that in a Conference such as this, where there are such widely differing views, recommendations of this nature would be open to equally wide criticism. The small committee that was appointed have done their best to condense in this form all the expressions of opinion given, and we have brought in these recommendations anticipating that they will be subjected to criticism, and we are prepared to accept any reasonable suggestions that are offered by this Conference for their modification. I have pleasure in now submitting these recommendations to the Conference.

Hon. Mr. MURDOCK: Gentlemen, you have heard read the report of the Special Committee that was appointed to prepare and draft recommendations. What is your pleasure with the Committee's report?

Alderman MILLER: I think probably the whole Conference is absolutely in accord with the greater part of this report, and we might be able to save a great deal of discussion if we were to approve of the report so far as it deals with working conditions, and then when we come to the recommendations in regard to relief there might be some discussion. This

report is brought in in such a form that we can probably approve of the first five recommendations without discussion, as they are practically what we have decided in this Conference, and I move accordingly.

Hon. Mr. MURDOCK: Let us take it paragraph by paragraph.

Paragraph (1) agreed to.

Paragraph (2) agreed to.

Paragraph (3) agreed to.

On paragraph (4):

Mr. McNIVEN: Would it not be well to put in there the words "where practicable"? Some works it would be impracticable to continue.

Hon. Mr. MURDOCK: This can only be regarded as a recommendation. I think we are all agreed that it cannot be compulsory. This Conference could not make it compulsory where it was impracticable.

Paragraph agreed to.

On paragraph (5):

Mayor JUTTEN: Have we any knowledge of what that work would amount to and what classes it would cover? That is one thing I would like to have some idea of.

Hon. Mr. MURDOCK: My colleague, the Hon. Dr. King, in his statement yesterday, and as the result, I understand, of a careful survey, said: "If this Conference will accept that suggestion and the matter is worked out through the various channels, I am satisfied many millions of dollars can be expended in the winter for the benefit of the people of Canada." I think that is probably as definite as we can get it.

Paragraph agreed to.

On paragraph (6):

Hon. Mr. MURDOCK: Without any desire of appearing to be throwing cold water upon this recommendation or holding back. I must say that so far as my acquiescence in it is concerned, it would have to be with reservations, but I will agree to do my best, as one member of the Federal Cabinet, to see what can be done in that respect.

Mr. COOK: Would you not require to qualify that clause by inserting the words: "for which appropriations have been provided or voted"?

Some DELEGATES: No.

Paragraph agreed to.

On paragraph (7):

Mayor FARMER: There should be an addition to that, I think.

Mayor MURPHY: The Committee framed these clauses in a hurry. We should add, "We therefore recommend that this policy be followed."

Hon. Mr. MURDOCK: It is moved to add to the clause the words, "and it is recommended that this policy be adopted." Is that it? The paragraph will now read:—

"Further that the greater the number of hours worked per day on all work undertaken the smaller will be the number engaged, and inversely the shorter the hours the greater the number who will be provided with some earnings to tide them over the period of scarcity of employment, and it is recommended that this policy be adopted."

Mayor JUTTEN: Do you mean by that you would go below the eight hour day? The reason I ask that question is that we have work in Hamilton where we give week on and week off. I think perhaps it might be worked out the other way, by giving them more days and less hours.

Mayor OWEN: We have had some experience of this on the Pacific Coast. Two years ago it worked out very well. We worked two gangs four hours apiece each day, four hours in the forenoon and four in the afternoon. It worked along very well. We had no trouble; everybody was satisfied. In our climate, and with short days, there is no doubt we get good returns from the work.

Mr. BRUCE: The only danger I see is that the wording leaves it open possibly to a number of men being put on part time, and it might lead to the conclusion that it would be preferable to reduce the prevailing rate of wages in any particular locality. I think it would be disastrous for any such suggestion as that to come out of this Conference, or for it to go to the outside world that we have sat in this Conference and allowed the question to be discussed without placing ourselves on record as being emphatically opposed to the continuance of long hours of employment during this crisis. It might be inferred that in making this recommendation in favour of shorter hours we approved of reducing the wages on that particular work.

Mayor MURPHY: There is no mention of that.

Mr. BRUCE: But that might be inferred. I do not think that was the Committee's intention, and that is why I would like to see it stated very clearly in the recommendation that there was no indication on the part of this Conference that there should be any reduction in the standard of living of the workers, or reduced wages. We could easily write "prevailing rate of wages" into the clause, and then it could not be inferred that there was any attempt made to have the workers, because of existing conditions, make still further sacrifices when you did provide work for them, by working at a lower rate of wages than the prevailing rate in that particular locality.

Hon. Mr. MURDOCK: Are there any further remarks on this paragraph?

Mayor MURPHY: We certainly did not contemplate any change whatever in the prevailing rate of wages in the works involved.

Mr. PIGOTT: There is nothing in the paragraph to lead Mr. Bruce to infer that anything was intended in the way of reducing wages. If there is, change it, but where is that indicated in the paragraph, that we have anything like that in our minds.

Mr. TOM MOORE: I have not a copy of the recommendation before me, but I think after the remarks of the chairman of the Committee, coupled with those of Mr. Pigott, the air has been cleared, and we might allow the clause to pass. The position of Labour with regard to the eight hour day and the prevailing rate of wages is well known, and any acquiescence that is given to this recommendation must always be taken with the reservation that Labour does not alter its position in favour of legislation enacting the eight hour day, any more than those who have brought in this recommendation alter their position in regard to that question. We are putting temporarily to one side our ideals, and not only our ideals, but our fixed convictions, in an attempt to reach a unanimous opinion that will have the weight of this entire Conference behind it in order to relieve the situation we are dealing with. Therefore, as the position of Labour has been put clearly before you, and after the assurance by the Chairman of the Committee that the clause does not mean what has been indicated it might imply, we are prepared to accept the clause.

Mr. CARSWELL: I would like Mr. Moore to clear the air a little more. He referred to those who brought in this report. Do I understand that after the Labour representatives have been sitting here for two days, and do

not go on this Committee, they now take the stand that here is a recommendation being made by this Conference with the exception of Labour?

Mr. MOORE: I thought I had made our position clear.

Mr. CARSWELL: Put it clear on the record then.

Mr. MOORE: I thought I had made it clear that this recommendation was accepted on our part, that the recommendation does not in precise wording incorporate our lifelong conviction, but that realizing some weight was needed behind the recommendations of this Conference we might have to make sacrifices and were not going to press our convictions here, in order that we might have a unanimous recommendation. But in not pressing for them, it is not to be taken that we sacrifice our convictions in any shape or form, and with the assurance of the Chairman of the Committee and of others that there is no implication that those principles have to be sacrificed, we are prepared to accept the wording as it stands with the explanation that has been made.

Mr. CARSWELL: What I want Mr. Moore to make clear is this: Does he sit here passing these recommendations clause by clause and take the stand that he is not, as the Labour representative, endorsing them?

Mr. TOM MOORE: I thought I had made it clear that Labour accepts the clause as it is. I do not think I can make it any clearer.

Mayor FARMER: As one member of the Committee, might I say that I would much have preferred if the Committee had seen its way to adopt the clause as originally brought in by Mr. Moore. That was my personal conviction, and one or two of us on the Committee felt that way, but in order to reach an agreement we simply decided to try and state as a general principle that shorter hours of labour would lead to a greater spreading of the work in a period of unemployment. I do not think Mr. Moore should be asked to accept this in lieu of his principle of the eight hour day, because the two things are very different. This is merely a general statement of a policy to be taken under consideration when we are discussing work for the relief of the unemployed. Like Mr. Moore, I personally do not want to commit myself to having yielded my belief in a shorter working day.

Mayor MURPHY: Obviously there should be no misunderstanding with respect to this report. I take it that this sub-committee was

appointed, instead of trying to come to an agreement in open discussion on the floor of this Conference, to try to the best of its ability to get into condensed form the various suggestions that have been made by all the bodies represented here. That was my attitude on the Committee. I have my own personal views with respect to the question now under discussion, and I think Mr. Moore has very properly put the situation, that this whole matter has to be approached in a spirit of fair compromise so that whatever programme is laid down can be said to have the unanimous support of this Conference. I think as individual delegates we must all assume our fair share of responsibility for whatever is passed. These recommendations are going through, not simply as the recommendations of a committee, but as the recommendations of this Conference as a whole, and I think that should be very clearly stated.

Hon. Mr. MURDOCK: Shall the paragraph, with the slight amendment made, be adopted?

Paragraph as amended agreed to.

On Paragraph (8):

Mr. McNIVEN: I would just like to ascertain the intentions of the Committee. On whose authority is this National Committee to be appointed? Who assumes responsibility for its appointment?

Mr. CARSWELL: The same people who called this Conference.

Mayor FARMER: I think the idea back of that suggestion was simply to follow out, with the adaptations necessary to our Canadian conditions, the policy that has been in operation in Great Britain for the last two or three years. That policy has been briefly referred to by Mr. Moore and also by myself during the discussion which has taken place in this Conference. It is felt that if a National Committee were appointed, and put in a position to survey the field and have brought to its attention the possibility of certain unemployment in particular sections of the country, they could then take up with various governing bodies the question of what public works might advantageously be undertaken, works that were needed and could be undertaken just as that particular period when there was a danger of unemployment of a serious character. That committee would then consider the situation and make such recommendations as they thought fit. As to the financing of such undertakings, if it was purely a municipal undertaking, they might recommend that the municipality bear the cost, or that the Federal Government assist in the matter of

the necessary borrowing, or that there might be some contribution from some or all of the governing bodies interested. There might be a joint undertaking, or something of that kind. It is just a general idea. The resolution does not tie the proposal down to any narrow or particular course to be pursued, but the object in view is the appointment of a permanent committee which would do what we have been trying to do here for the last two or three days, and that is, to find ways and means of providing work at times when it would be necessary to have it prosecuted.

Hon. Mr. MURDOCK: Is the committee as contemplated to consist of Federal, provincial and municipal representatives?

Mayor FARMER: Federal and provincial is the suggestion.

Hon. Mr. MURDOCK: And on whose initiative?

Mayor FARMER: It would seem proper, I think, that perhaps the Federal Government would take the initiative, because they represent the entire country, whereas any one other body only represents the local community.

Hon. Mr. MURDOCK: What do you say as regards the payment of this committee, if appointed?

Mayor FARMER: That I am afraid, we never considered very closely, but I have no doubt that it is a matter that could be settled.

Mayor MURPHY: I think, Mr. Chairman, that the thought was that instead of trying, as has been the case for the past three or four years, to find ways and means of handling the situation at what is practically a hurriedly called conference on the eve of the season that you have to deal with, some such committee as this should be appointed which during the year would have their hands so on the conditions that you would know exactly what the Federal and provincial governments might themselves be justified in doing. The intention is to leave the municipalities to study out their own problem. During the discussion it was suggested that where a permanent capital expenditure is being undertaken by a municipality, it might fairly be placed before this committee, and the committee might be able to assist in making moneys available at a reasonable rate of interest. They would have time to study the situation and keep in touch with the Federal and Provincial Governments, with a view to anticipating conditions for the next few years. We all hope that it is an abnormal period we are passing through at present.

Mr. TOM MOORE: This Conference was convened by the Federal Government. The report of this Conference will go to the Federal Government. That would naturally imply that the initial action in carrying the report into effect, where it refers in general terms to national affairs, would be undertaken by the Federal Government. So far as the constitution of the committee is concerned, it may be possible after the initial steps have been taken to get co-operation with the provincial government in that matter, but if not, I do not think, notwithstanding the declarations made in regard to the British North America Act, that the Federal Government would raise an obstacle in the way of anything that would relieve unemployment, when that obstacle was only the payments of a small committee of four or five members engaged on work of this national importance. I, personally, do not feel like taking up much time stressing the feature of payment.

I rose to make a suggestion. We have an Employment Service Advisory Council, which has been dealing with employment and is in close touch with the work of the Employment Bureaus. They have an Executive Council which embraces certain of the permanent organizations in this country. It may be that that Executive may become the nucleus of a committee of this kind, strengthened by such bodies as the Federal or provincial authorities think advisable to deal with a question of this kind. I take it that the sole purpose behind the language of the committee, which follows in some directions the proposals put forward earlier in the meeting, is merely a committee which could pass impartially on works proposed, could assist in making recommendations as to the method of financing. I think that the appointment of a committee of this kind is a vital necessity, and to go into details as to how that Committee shall be composed, how many members it shall contain, how it shall be paid, or how often it shall meet, serves only to complicate the situation and becloud the issue as to whether or not a committee of that kind can do practical work. Mayor Farmer has said that the proposal is to adopt, subject to the necessary adaptations to meet the peculiar requirements of our own country, the main idea that underlies the work of the committee that has been in existence under the British Government for the last three or four years, and has done valuable work. A committee of that kind, without pledging any government to anything impossible or impracticable, would lay the foundation for something which we know cannot be relieved next week. It is to be hoped

that a committee of that kind could be inaugurated quickly, and that it would move quickly. We have moved quickly in the past whenever a national crisis has demanded it. The War Purchasing Board, the Restriction of Industries Committee, and other bodies have been formed quickly and have acted efficiently in war periods, and I think a committee of this kind could perform quickly on the initiative of the Federal Government, and that it would receive the hearty co-operation of the provincial governments. Perhaps the suggestion might be given some thought that the Employment Service Council be incorporated as a basis for this committee, and the matter of payment could be arranged by mutual agreement between the Federal and provincial authorities very easily so long as the committee is going to do the practical work in the direction of relieving unemployment.

Paragraph agreed to.

Paragraph (9) agreed to.

Paragraph (10) agreed to.

On Paragraph (11):

Mr. BALLANTYNE: Might I ask what was in the mind of the committee when they used the term "Emergency Relief." Do they mean work, or do they mean relief measures in the form of food, fuel, boots and shoes, clothing or similar necessities?

Mayor MURPHY: It was anticipated by the committee that certain conditions might arise where work could not be made available and some immediate relief would have to be extended. It was felt by some members of the committee that the apportioning of the financial expenditure involved should be on the basis of one third equally by the three parties, in order to avoid as far as possible any abuse on the part of the municipality. It was felt, however, by the majority of the committee that if the municipality was pledged to undertake one half of such expenditure, we would be providing as far as possible against any such abuse. I think any member of this Conference will realize that conditions under which such relief would have to be extended might well arise. We have had it, I know in our own city, and I am confident that practically all municipalities have had to deal with it along similar lines.

Mayor POTTS: There is one point in that paragraph that seems to conflict with the views of many members here. Many have stated that they would be quite capable of taking care of the unemployed residents of their own communities. Another statement

that has been made is that on account of immigration there are a lot of unemployed people in this country who really should not be, as it were, unloaded upon us. If you are only going to take care of bona-fide residents, who is going to take care of the other fellow who is not a bona-fide resident. These are the people who evidently have made it necessary to call together this Conference on Unemployment. If you are going to do absolutely nothing for the man who has come into your midst—and he is the man who is going to make a disturbance before he starves, because it is better to break a window and be kept in jail than starve—how is he going to be provided for in a resolution of this kind?

Mayor MURPHY: I think that is provided for under this resolution. I think perhaps Mayor Potts has overlooked the closing portion of the paragraph. It simply provides that the municipalities shall be called upon to contribute one half of the entire expenditure made on behalf of emergency relief extended to bona-fide residents of that municipality. The question you have raised I think is one for the Federal and Provincial Governments to deal with, and I am sure they are prepared to accept their fair share of responsibility. As to the bona-fide residents, they are a charge on the municipality. One member has said that 30 days gives a man residence; another that one day's labour fixes a settlement in a particular city or province. I think these are all local conditions, and that the clause as drafted is fair, provided that the municipalities shall be called upon to pay one half.

Mayor POTTS: Are you going to make a distinction between transients and residents, and let the Government take care of the transients?

Mayor MURPHY: That is what it is intended to do.

Mayor POTTS: You will never do it with a resolution of that kind.

Mr. TOM MOORE: I think the clause would be stronger if the last sentence were left out entirely. It has been emphasized in this Conference that the cities have to deal with a lot of transient labour. Mayor Farmer gave statistics as to the number of people that have been provided with one or more night's lodging in the police station at Winnipeg, and he stated that the largest proportion of these were people who were not bona-fide residents of Winnipeg, but people passing through. We who represent Labour know that, unfortunately, a man has often got to follow the job, and sometimes that job turns out to be a

will-o'-the-wisp. After following such a job and exhausting his resources in doing so, he lands in a city, not because he has gone there voluntarily, but gone there in an attempt to secure remunerative employment. Now, is he to be deprived of the absolutely necessary relief in food and lodging that he requires? I do not think any one here wants to do that. The resolution as it reads provides that the municipality shall provide 50 per cent, and the provincial and the Federal Governments the other 50 per cent in equal proportions, and why? Because of the total number who are relieved, including bona-fide residents and non-bona-fide residents. A certain proportion of them might be held to properly come within provincial cost, that is, transients within the province, and a certain percentage of them might be held to be transients within the country. Therefore they ask the Federal Government to pay 25 per cent, which covers the probable percentage of what we will call country transients, and the provincial government to pay 25 per cent to cover provincial transients, and the municipality in providing the other 50 per cent is probably providing the entire relief for its own bona-fide citizens, and is getting from the other percentage paid in by the two governments sufficient to cover the cost of dealing with the transients in the same manner that it deals with its bona-fide residents, without any tax on its own taxpayers. We have to remember we are a country, and we must co-ordinate our activities if possible. The less difference we make between the unfortunate transient worker and the resident worker of any city, the better for the Dominion. If we left the last sentence out, I think the clause would cover the ground, and would be much stronger, much less complicated, much less liable to misinterpretation than with the last sentence in.

Mayor FARMER: Mr. Moore has not quite understood my reference to the police station figures, which I used earlier in the Conference. When I gave those figures I was not giving them as indicative of the amount of relief which the city had to undertake for the unemployed last winter. Those figures were simply used to indicate to this Conference the development of a class of migratory workers exactly along the line Mr. Moore has just spoken of. These men were not included in our ordinary relief grants during the winter. They did not represent by any means all the relief that the city of Winnipeg gave. The figures for the eight months that have elapsed this year were used simply to illustrate that a class of migratory workers, through seasonal labour,

was being built up, and had no reference whatever to the question of relief. Where a man happens to land in Winnipeg at the same time that his purse runs out, he would be accommodated to the extent of a night's lodging and sent on his way, if that is possible.

I quite agree with Mr. Moore that we have to recognize the existence of this migratory class, and they must be taken care of until such time as we have a better and more orderly state of society, where that sort of thing need not prevail. But the question of the non-resident is bigger than that. There is a tendency, at least we have found it in Winnipeg, on the part of the authorities in smaller municipalities to unload these people on the city of Winnipeg. More than once I have had occasion to write a sharp letter to the reeve of a municipality in the province of Saskatchewan, who, finding a man with his wife and two children in destitute circumstances in his bailiwick, and not knowing what to do with them, took the man down to the station, bought him a ticket and saw him off on the train to Winnipeg, and as soon as that man got off the train at Winnipeg he walked direct to our relief office for assistance. We had a man in Winnipeg from a town in northern Manitoba, who immediately on his arrival in Winnipeg was taken sick and sent to hospital. The reeve took his wife and eight children and shipped them to Winnipeg, and for some considerable time afterwards we had them on relief and had to pay the man's hospital bill as well. It is not simply a question of the migratory class that is passing through the city. It is a question of relief. It is easier to get relief in the city of Winnipeg. Certain of the municipalities in the outside districts are inclined to unload their problems onto us. I will go even further than that. Last year some of the cities in the West, including the city of Regina, published advertisements in the press that no relief would be given in the winter, and when a man got stranded half way between Winnipeg and Regina he would see that advertisement that no relief was available so far as Regina was concerned, and would decide that Winnipeg was a better place to go to. He did not belong to Winnipeg at all. And it is not a question of spending just a day there, or just passing through and staying for the night, but it is a question of landing in Winnipeg and being stuck there for several weeks during the winter months and coming on us for relief, or competing with our own citizens for what little work might be available. That is the sort of responsibility that we want to place where it belongs. It is not

that Winnipeg wants in any way to turn a cold shoulder to the transient who may need temporary relief when he is out looking for a job. These are the reasons for the recommendation contained in this clause.

Mr. CARSWELL: Despite Mr. Farmer's remarks, I have pleasure in seconding Mr. Moore's amendment. I do not think anyone has done that.

Alderman MILLER: I was very much interested in some clause of this kind. I would be very willing to help that amendment, as to the responsibility being taken off, but I think this clause was put in to protect cities like Winnipeg. Toronto has this problem just as acutely as any other city in Canada, it not more so, and I was very anxious that responsibility for the transient during the period of unemployment should be properly placed. I have proved to you in my statement that we have been having in the last three years an average of 10,000 unemployed asking relief at our bureau, and of that number there were 60 per cent resident and 40 per cent transient. Toronto is quite in a position to take care of its own residents, and is willing to do so, but we must have the responsibility for the transient placed where it belongs. We have the same condition in Toronto as the mayor of Winnipeg has described. People are coming into Toronto so as to be cared for by our citizens. But I am quite willing to have this provision deleted from the clause, because I feel that the province and the Federal Government, in paying 25 per cent each, will be taking care of that 40 per cent.

Hon. Mr. MURDOCK: It has been moved by Mr. Moore, I understand, and seconded by Mr. Carswell, that the last sentence be struck off this paragraph, the sentence reading: "The responsibility of the municipalities in such emergency relief to be confined to its bona fide residents." Are there any further remarks?

Mr. J. D. McNIVEN: While I have every sympathy with the transient non-resident, I see quite clearly what is going to happen to our own province, and particularly the city of Vancouver. We have at the present time about 20,000 transients working in the harvest fields on the prairies. As I stated this afternoon, we sent about 6,000 of these to the prairies, and we shall be fortunate if we get off with less than 8,000 or 9,000 returning to us. We shall get a great deal more than the proportion we sent. It occurs that way every year. Now, if it is advertised to the prairie harvesters, who are principally transients, that

the municipality must provide for them by paying 50 per cent, with an additional 25 per cent from the province and 25 per cent from the Dominion, I fully realize what is going to happen and which route they are going to take. They are closer to us, and our climate is such that they will want to come and bask in the sunshine and the warm weather during the winter time. I do not blame them for leaving the prairies—not a bit; but we cannot afford to have that advertised at the present time, with 20,000 or more transient men on the prairies, that we are to provide for them for the winter. We cannot afford to do that. It is going to hit us very hard. I think some provision should be made for the transient, but I would not like it put down in here. I am opposed to that.

Mayor OWEN (Vancouver): I am very glad that the member for British Columbia has spoken in that strain, because I fully concur in what he states. I believe that at least 50 per cent of the harvesters who go to the West continue on to Vancouver. At the present time they do not have to buy a return ticket, as they used to do some years ago. They buy only a one-way ticket to the prairies. Then they find it is just as cheap to go on to Vancouver as it is to return to the colder climate, and I realize the difficulty that will come about if this clause is changed in any manner. The clause as it stands there suits me very well. We are a humane population on the Coast. Nobody has ever yet been left to suffer, and I do not think we will see anybody suffer; but at the same time, as Mr. McNiven points out, that would be a very bad thing to send broadcast. And not only would it affect the city of Vancouver, but, as Mr. McNiven points out, it would affect the province of British Columbia. I believe Mr. McNiven is speaking for the province. I am not sure how they will view the matter. Mr. Farmer illustrates how Winnipeg is treated by the transients and people that come in from other districts. In British Columbia we have a very large area of unorganized territory. We get a tremendous influx from the mines and the woods, and we are up against this proposition all the time. Because of people coming from places where there is no organized municipality to care for them, our load is much heavier than it would be in a more settled community, such as we have in the East. That clause as it stands now suits us very well, and it will not hurt any other part of the province or its inhabitants.

Hon. Mr. MURDOCK: Any further remarks?

Some MEMBERS: Question.

The amendment of Mr. Moore was agreed to, on division, and paragraph 11 as amended was agreed to.

Hon. Mr. MURDOCK: The paragraph now reads:—

(11) The conference desires, therefore, to recommend that where after full and careful investigation emergency relief is found to be necessary, such relief should be extended. The expense involved to be borne by the Federal, Provincial and Municipal authorities involved on the basis of 50 per cent by the municipality, the balance of 50 per cent to be taken care of equally by the Federal and Provincial Government concerned.

I hope that it would be understood—and I say this in all sincerity—that so far as the Federal Government is concerned, this would have to be with reservations, although I agree to bring it to the attention of the Federal Government and undertake to boost its support as best I can.

On paragraph 12:

There is another paragraph here, which reads:—

(12) After hearing representations respecting the work carried on by the committees appointed under the Employment Service Co-ordination Act, we feel justified in recommending to the Federal Government that these Advisory Councils be properly constituted and their activities be placed on a working basis and continued during the coming winter.

I am not just sure that I understand the intent of this. So far as my understanding goes, the only advisory council that the Federal Government would have control over is the Employment Service Council of Canada, which convened here on Tuesday last, and which has been sitting in at this conference, and will complete its deliberations and its work after this conference is over. That Employment Service Council has been sitting in here for educational purposes, to ascertain the views of those who are represented here. So far as I know, that is the only advisory council that the Federal Government has any jurisdiction over. Is there any suggestion in this paragraph to change that particular plan? Or what is the direct meaning of this?

Mr. TOM MOORE: The Act itself is a federal measure.

Hon. Mr. MURDOCK: Yes.

Mr. TOM MOORE: And it requires the co-operation of the provincial governments. The Federal Government has to put the machinery of the Act into operation. It has its advisory council meeting, and it has an executive of that advisory council. From the remarks of the President of the Council and from some personal knowledge I would say that whilst the Council is functioning, yet its advice has not been taken seriously into consideration on very many occasions. The provincial governments have only partly complied with the Act. I drew the attention of the Minister of Labour for Ontario, Hon. Dr. Forbes Godfrey, to the fact that the council which was appointed and did function for a time in the province of Ontario, had not met since the present government came into existence. This resolution, as I read it, calls for the Act in its entirety to be put into effect; that is, it asks that the Federal Government, being a Federal Government, will communicate with the provinces, drawing their attention to the resolution and urging them to co-operate fully by fulfilling their part as laid down in the Act by providing the provincial and local advisory councils. Not only that, but the functions laid down for those councils should be seriously considered by the respective authorities as proper guiding principles. I am not accusing the Department of Labour or any section of the Government of not treating seriously the Employment Service Advisory Council, but I am saying that general results show that the advice of that Council has not been taken as the advice of so broad a body, composing as it does very representative organizations, ought to have been taken. It has not been even discussed as the means of bringing about measures to alleviate circumstances that have now arisen. Therefore this resolution simply calls for every effort to be made to put the Act fully into operation. So far as the Federal Government is concerned, its Council is functioning, but the Government might take the initiative perhaps in pointing out to the provinces where the Act is not functioning. It has authority to do that.

Hon. Mr. MURDOCK: We have in an agreement with the various provinces under the Employment Services Co-ordination Act a provision which contemplates the maintenance by the various provinces of an advisory council. Some of the provinces have not been maintaining that advisory council, and I may say that perhaps we have not earnestly pressed it. We would have to decline to pay them the amount of money due until they complied fully with the provisions

of the Act. Is it the desire of the committee that we insist on their fully complying with the agreement that they have with the Federal Government?

Mayor FARMER: Mr. Chairman, it does seem to me that if the Federal Government, in as definite a way as possible, having a view of all the circumstances in the different provinces, could take up with the Provincial Governments the advisability of having those advisory councils established, and would where necessary bring whatever pressure may be at your disposal, some good could be accomplished. The Employment Service is a fairly efficient service, I am glad to agree, but there are certain conditions which I think would be greatly improved and of which greater advantage should be taken if such councils were in existence. I think perhaps the rather peculiar spectacle that we had in Winnipeg during last spring, of two departments of the Federal Government contradicting each other openly in the press as to what were the conditions with regard to employment in the country would not occur if you had an advisory body that could have gone into the question and acted as a sort of go-between for those two organizations. We had, for instance, the representative of the Department of Immigration telling newspaper reporters that there were all kinds of work on the farms and that he was sending men out to them every day; and at the same time we had the representative in the Employment Bureau turning back men that we sent down to him, telling them that he had not a job left on the farms. We actually had that condition, and contradictory statements appeared more than once in the press of Winnipeg, and those who had to deal with men applying for relief were faced with a situation of that kind.

Then there are other details, such as I mentioned, with regard to the sending of men out to jobs and then finding the jobs have already been filled; and minor matters of that kind. They are very annoying to the man who has no money in his pocket. I think that a good many such problems could be overcome if those advisory councils were in existence. So I think the purpose of that recommendation is simply to suggest that the Federal Government take up with the provincial governments, in whatever way it sees fit, the matter of completing the organization as foreshadowed by the Co-ordination Act.

Hon. Mr. MURDOCK: We will, Mayor Farmer, undertake to do that. And as representatives of the provincial governments are here, may I in all kindness serve notice on them that they are to comply with the agree-

ment they have signed with the Federal Government, and get their advisory councils on the job and functioning before they send in any more bills to the Federal Government for payment.

Mr. TOM MOORE: That sounds very well, but that is not complying with the spirit of the resolution. The spirit of resolution says to do all possible to bring these into operation and to strengthen them. You are perhaps aware that a dictum of that kind might bring about the withdrawal of some of the provinces and entirely disorganize what is already in existence. Now, the spirit of the resolution is not to disorganize anything; it is to use the utmost discretion in bringing about and strengthening organization. Therefore I do not want to be a party to saying the declaration you have just made coincides with my interpretation of the resolution.

Hon. Mr. MURDOCK: Well, the resolution reads, "that these advisory councils be properly constituted and their activities be placed on a working basis and continued". Now, we have a signed agreement that they shall be, and we are justified in saying that we insist on compliance with that agreement.

Mr. TOM MOORE: Yes, to the point of securing further co-operation, but not to the point of causing disorganization.

MAYOR FARMER: I think that meaning was conveyed.

Mr. SHAW: It is making a suggestion, that is all.

Hon. Mr. MURDOCK: There is nothing here about co-operation. If that is what you mean—if you mean to qualify it, please do so, and I will try to give effect to it. We will do the best we can anyway.

Mr. J. W. BRUCE: Mr. Chairman, you passed it off with a smile. I am not prepared to accept it in that spirit. When you created this Employment Service in the Dominion of Canada it was proposed to try to meet the situation by correcting the evils of unemployment and of a surplus of labour existing in one portion of the Dominion and a lack of labour in another, and to try to regulate employment, if possible, and find ways and means of placing men on jobs where they were existing. When the Act was first put into operation it was felt that it would have the same effect as the labour exchanges in Great Britain, in that it would bring men to jobs. If the provincial governments have fallen down in their administration of this Act, I believe the Federal Government have the right to insist, and ought to insist, upon

those provinces, having agreed to carry out this policy, now putting it into full force and operation, particularly in a crisis of this nature. In my judgment it is imperative that something be done in the matter and the provinces should not be allowed to let it go by without being challenged and, as you say, being told that no appropriations will be made available until they can fully comply with the Act.

Hon. Mr. MURDOCK: Or comply with the agreement.

Mr. BRUCE: I mean the agreement that is existing.

Mr. MARTEL: Mr. Chairman, may I add just a few words. This is a very important feature of our work. We have heard a number of appeals made for good common sense in dealing with this important question, and for sincerity on the part of all concerned. Now, Mr. Chairman, according to the reports that are being made here—you will pardon me, but I am led to believe that there is a lack of sincerity on the part of the provincial governments. If there is an agreement and they do not carry that out, then I can come to no other conclusion than that there must be a lack of sincerity on their part. What is the use of appealing to the men who are assembled here to try to solve this question when the very people who should be most earnest in dealing with it are showing their lack of sincerity by not carrying out their agreement with the Federal Government?

I am still further convinced of lack of sincerity on the part of the provincial governments when they send men here with no authority to say anything, but just to sit down and listen.

And, Mr. Chairman, I am still further convinced that there is lack of sincerity somewhere when the Dominion Government will only allow us the Minister of Labour and he has to shoulder all the responsibility for the rest of the Ministers of this country. Is not this question important enough for the whole Cabinet to be here? Why should all the responsibility and the pledges to be asked for be the Minister of Labour's? Now, Mr. Chairman, it is all very well to appeal to us to be sincere and give the very best we have, and expect us to go back and uphold and defend the things that we have passed here. I may be wrong, Mr. Chairman, and I hope I am, but it appears to me that I am right, judging by the actions here of men coming as representatives of provincial governments with their hands tied. Why do not the men who are responsible for those provincial governments come here and tell us frankly what

they can do and what they cannot do? Then we shall know where they stand. Mr. Chairman, I feel that if necessary the British North America Act should be amended—and I move that we amend it right away.

Hon. Mr. MURDOCK: We are now brought to the adoption of the recommendations of the committee, which have been concurred in paragraph by paragraph.

Mr. J. B. THOMSON (Vancouver): Just before the adoption of that report I would like to state my personal position.

Mr. BRUCE: Will you allow me a question, Mr. Chairman? You have not completed the report. Will you not accept further additions to it?

Hon. Mr. MURDOCK: Yes, when we come to that.

Mr. J. B. THOMSON: When I attended this conference as a delegate on behalf of the Canadian Manufacturers' Association, I did not know that I was going to be called upon to give an opinion as regards public expenditures. I want to be consistent, and I feel that our association wants to be consistent. Like other public bodies which appeared before your Government, before provincial governments and before the municipal governments, we have asked that under the present economic condition of Canada no public expenditure be proceeded with but what is absolutely necessary, and that all extravagance be eliminated until our financial position in respect to government bodies is all right. While I absolutely concur in the necessity of the action that we are taking to-night, I do not want it to be in any way construed that I am assenting to what you might call a mandate of public expenditure, or that the association which I represent is assenting to that. That is simply what I wish to put on the record, Mr. Chairman.

Mr. JOHN R. SHAW: Mr. Chairman and gentlemen, we apparently had a little difference in interpretation of the functions of this meeting and, as the discussion has progressed from day to day, we have felt that it was our desire to limit the resolutions within the sphere of the purpose for which you, Sir, thought this meeting was primarily called. I was a member of the committee that prepared that report, but I want to say that while I am prepared to stand by the report and vote for it, I still think that the suggestions made therein are just palliatives to overcome a crisis and an emergency of unemployment. I still think that the real reasons for the condition of this country are brought about by certain economic conditions which we

attempted to discuss, but were shut off from discussing. I had prepared and brought with me certain resolutions to submit to this meeting, but out of deference to the view of the Honourable Minister of Labour in regard to the limits within which the discussion should be confined, I decided not to lay them before the committee nor press for their passing by this meeting. But I am going to take the opportunity, while I am on my feet now, of reading these resolutions that we did prepare, so as to have them in the record; for they do embody the views of the Canadian Manufacturers' Association. As I say, we will support the general recommendations that have been drawn by the committee, but still in our opinion the recommendations therein made are, after all, only palliatives and not a remedy.

Hon. Mr. MURDOCK: Mr. Shaw, might we proceed with the adoption of the committee's report before we take up something else?

Mr. SHAW: I am not going to ask that these resolutions be passed; so that there will be no discussion.

Whereas the Minister of Customs has stated that in his opinion goods to the value of possibly \$50,000,000 are annually smuggled into Canada, and

Whereas the revenue thereby lost necessitates other forms of taxation and lessens the amount available for work producing activities, and

Whereas such smuggling moreover increases unemployment by supplying the market with goods which could and should be made by Canadian workmen, thereby decreasing the number of the unemployed,

Therefore be it resolved by the Unemployment Conference assembled in Ottawa this fourth day of September, 1924, that the Dominion Government be urged to take every possible step to lessen the smuggling of goods into Canada.

Whereas the Parliament of Canada has enacted legislation (Chap. 18, 12-13 Geo. V) enabling the Government in the case of goods imported from foreign countries with substantially depreciated currency to place value for duty purposes on such goods at not less than the value of similar goods made in the United Kingdom, and

Whereas there is being imported into Canada large quantities of goods which could and should be made in the Dominion, such importation lessening the available work and thereby increasing unemployment,

Therefore be it resolved by the Unemployment Conference assembled in Ottawa this fourth day of September, 1924, that the Government be asked to regard the currency of any country as substantially depreciated if depreciated to the extent of 5 per cent, and to enforce in the most rigorous manner all customs safeguards against the importation of foreign made goods.

Whereas the Parliament of Canada has enacted legislation (Chap. 19, 12-13 Geo. V) enabling the Governor in Council when he deems it expedient to order that all goods imported into Canada shall be marked, branded or labelled to indicate their country of origin, and

Whereas the Congress Journal and the official organs of other organizations are advocating preference being given to Canadian made goods with the object of providing employment for Canadian workmen, and

Whereas at the present time many imported goods are being bought by the purchaser under the impression that they are Canadian-made, which erroneous impression would not prevail were the labelling provisions provided by Parliament enforced,

Therefore be it resolved by the Unemployment Conference assembled in Ottawa this fourth day of September, 1924, that the Dominion Government be urged to apply the labelling provisions to all imported goods where such action can be taken without damage to such goods.

Whereas the most permanent and efficient method of reducing and preventing unemployment is to provide work, and

Whereas the greatest amount of work can be provided by a decrease of importations and the manufacture at home of all articles that could and should be made in the Dominion,

Therefore be it resolved by the Unemployment Conference assembled in Ottawa this fourth day of September, 1924, that the Dominion Government be urged to provide adequate protection for Canadian industry.

Mr. JOHN W. BRUCE: I have a matter, Mr. Chairman, that I would like to see added to the committee's report. During all of the discussions that have taken place, both from the employers' side and our own side, and on the part of the various municipalities, considerable emphasis has been laid upon the immigration policy that has been maintained up to the present time and the necessity of something being done in the matter. The committee possibly, in their review of the situation and the opinions that have been expressed here, have not had an opportunity, with the time at their disposal, to deal with this particular question, or perhaps they have just overlooked it. Therefore, I am going to suggest this clause. It is not contentious, but, at least, in my judgment, it expresses the opinion of those who are sitting around here.

The existing conditions are being aggravated by the present policy of bringing immigrants to this country who are drifting to our industrial centres as casual labourers, without possibility of employment. Immediate action being necessary to correct this condition, we urge upon the Federal and Provincial governments that all such immigration shall be immediately restricted until it is proved that there is a reasonable demand for labour and that it is possible of being absorbed.

Mr. TOM MOORE: I second the motion.

Hon. Mr. MURDOCK: You have heard the suggested additional paragraph, which has been moved by Mr. Bruce for adoption as a part of these recommendations. Was the motion seconded?

Mr. BRUCE: Mr. Moore seconded it.

Hon. Mr. MURDOCK: What is the desire of the committee?

Mayor MURPHY (Halifax): On behalf of the committee I may say there is no objection to that clause and we shall be glad to support its adoption.

Mr. PIGOTT: Mr. Chairman, immigration is a very large question and it is very late in the deliberations of this conference to tackle it. While I believe that a great many of those present would agree to that, it would hardly be consistent if we voted on a resolution of that kind just at the moment. This condition is recognized by us as being a temporary one, and I think that the question of immigration should be left alone. It is too big a question to be approved or disapproved as a clause added to a report of that kind.

Alderman MILLER: I agree with Mr. Pigott that the question of immigration is a very serious matter, but I am afraid we did not deal with it. I am not disposed to favour this clause at the present time. I believe that if the Government accept the proposals of our committee it will be to the advantage of this Government to see that such restrictions are placed on immigration; otherwise the cost to the Government will be high, providing they meet our requirements in the other things. I think probably the labour members will realize that we have tried to protect ourselves against conditions such as might exist through immigration. I do not know that it would be fair to open up such a big question at present, and if we are able to get somewhere with the clauses that are now before us, I am satisfied that this conference shall have done a great deal to relieve the situation. I am not favourable to this amendment.

Hon. Mr. MURDOCK: Any further remarks?

Mr. MARTEL: I do not see why we should leave this question alone at this time, except perhaps that it is getting late. We had every one of you taking the floor during the course of this meeting and dealing with immigration. You laid a great deal of stress on immigration being the cause of unemployment, and is it because it is ten minutes to eleven that you are going to leave it alone now, when you have had two days at it? I feel, Mr. Chairman, that it is one of the very vital questions that should be touched upon. I feel that we should adopt this resolution; or probably there may be a part or two that might be changed; but I think that the opinion of this conference should be expressed

in the form of an addition to the report already brought in by the committee, because there has been a good deal of stress laid on the problem as being one of the causes of unemployment. We are very soon going to adjourn, at least for to-day. Are we going to adjourn without taking any action on this question?

Hon. Mr. MURDOCK: Honourable Mr. Stewart was Minister of Immigration for a year or more in this Government. He is now Minister of the Interior.

Hon. CHARLES STEWART: I would just like to say, in discussing this matter, that it is practically the policy that has been pursued by this Government with respect to immigration. If there has been any change, it has been of very recent origin. Careful instructions went to all our immigration agents in Great Britain and on the continent—particularly in Great Britain, from which we are hoping to derive the bulk of the immigrants—that they were to be agricultural workers. Not only that, but when in that office I worked in conjunction with the Minister of Labour wherever labour was making application to enter Canada. If it was apparent that there was no necessity for labour or artisans coming to Canada they were not permitted to come, and were not encouraged to come. I have no information that so far as the Federal Government officers are concerned any different condition now prevails. True, we have always had a great deal of difficulty with steamship companies bringing to our shores labour that was assumed to be agricultural labour, but that afterwards turned out to be not of that character. The most careful scrutiny is made of the entrants to Canada, and they are of the agricultural class very largely; but in as much as agriculture is seasonal employment, whether the man has come to Canada during the present year or not, he is very liable in the first year to drift away from the farm in the fall, and what the gentlemen have said here is true. He drifts into the city on account of the work which was prevalent in the early days upon railways not being available. The condition of affairs is one that it is very hard to cure. If you could cure seasonal unemployment upon the farms in Canada, you would go a long way towards curing the seasonal unemployment in the cities. That, I think, goes without saying. Until you cure that, you are bound to have the drift from the farms to the city the moment farming operations cease, whether the workers be immigrants or whether they be residents of the country, and that is one of the causes that

create the difficulties in the cities during the winter season. Now, the resolution is directly in line with the instructions that are issued to every Dominion Immigration Agent working in the interests of immigration in Canada.

Mr. TOM MOORE: Then there is no objection to adopting it.

Hon. Mr. STEWART: Not particularly, as I see it. That is the policy that we have been following. I do not see any reason for the resolution, because I think that the gentleman who proposed it is under the impression that artisan and casual labour is being permitted to enter Canada freely. Such is not the case.

Mr. BRUCE: Well, I wish to disagree with the statements of the Minister, basing my disagreement on the evidence of men who are arriving in the country at the present time. Recently there was a meeting held in the city of Birmingham in which pictures were portrayed of the conditions that were existing in Canada. Three lecturers addressed the meeting on the advantage of going to Canada. Birmingham is an industrial or a steel centre.

Hon. Mr. STEWART: Were they agents of the Dominion Government?

Mr. BRUCE: Agents of the Dominion Government. One of them—better not use the name in case I am wrong—I think the man's name is Ward, and he was at one time, an auctioneer in the city of Niagara Falls, a man who is a very fluent speaker; that is, I think it is he, by the description that was given to me of the individual. He used to be an auctioneer and he is at the present time a Government agent in Britain.

Hon. Mr. STEWART: Where is he stationed?

Mr. BRUCE: I could not tell you that.

Hon. Mr. STEWART: He must be a very recent appointment, because in my day we had no man by the name Ward.

Mr. BRUCE: I am not just certain. I did not wish to mention the name. I remember him as an auctioneer in the city of Niagara Falls.

Hon. Mr. STEWART: You say he is in the employ of the Dominion Government?

Mr. BRUCE: He was there carrying on propaganda for the Canadian Government, to bring immigrants to this country. The information given me by these artisans, who are men of my own trade, is that the portrayal of conditions was such an alluring one that

those men immediately surrounded the booking offices. In fact on one boat, they told me, there were quite a number that came from the city of Birmingham. Some of them landed in Hamilton recently, where we had a strike. They were told that there was a possibility of their securing employment in that city. I am sorry the Minister was not here during the earlier discussions and did not hear the letters read by Mayor Owen of the city of Vancouver, particularly those written by the Danish and Scandinavian consuls, in which it was stated that men who are artisans were induced to come to this country. In the city of Hamilton I myself met three Swedes who work at my own trade and who had letters of introduction to the Employment Bureau in that city telling them to call there, that there was plenty of employment in this country for them. There may be somebody disregarding your instructions—that may be so. There may be activity on the part of those who are over-zealous in getting immigrants to come to this country.

I agree with one of the previous speakers that immigration is a serious matter and one worthy of consideration. I want to reiterate the position that I stated on the first day of this conference, that the labour movement is not opposed to the policy of properly regulated immigration, particularly of the selected type, where it can be proved that there is work for the individuals and that the industries can absorb them. There is no opposition to them because we know that a large number of men in this country are immigrants, and many of them are among our most prosperous citizens. We know there are wonderful natural resources in this country awaiting the opportunity to be developed. We know that if trade routes and markets could be opened up, perhaps there would be work for all, but at the same time we must realize the conditions as they exist in this country at the present time, basing our judgment on the evidence adduced here during the last two days. If you say there is no objection to immigration from the Government—I believe it should not be objected to—but if you say that owing to the present policy of the government in allowing this unrestricted immigration to come here we are having the conditions that we have at the present time, that at least would be an indication to the government that in the minds of the men who are gathered here, representative men from the different constituencies, their policy is not so right as they believe it to be, and I think the views that have been expressed here should be brought to the attention of the government.

Mr. CARSWELL: We have on the one side some gentlemen who believe the proper remedy is to be found in the tariff; we have on the other side gentlemen who say we should have a different immigration policy. We here on this side have been content to put our own views on the record, and let it go at that, and I would suggest to Mr. Bruce that he do exactly the same thing—read his resolution into the record, and let it go at that. It would take days and days to thresh out this question. If you start arguing immigration, you are going to argue tariffs, and be here for a week.

Mr. TOM MOORE: I would like to say a word relative to the suggestion now put forward by Mr. Carswell. Labour is in identically the same position as the Canadian Manufacturers' Association. We realize that these recommendations suggest only palliatives to deal with an abnormal and what we hope is only a temporary situation. We are not asking that the whole programme of Labour on this matter shall be incorporated in the recommendations, any more than the Manufacturers' Association are. We have here a list that was submitted on September 6, 1922, to the members of the Federal and Interprovincial Conference held in Ottawa to deal with this very subject two years ago, a list of proposals similar to the list of the Manufacturers' Association, and including, for instance, the development of our natural resources, the question of markets, the question of wages, the question of our materials being obtained in Canada, unemployment insurance, the abolition of private employment agencies, and a whole lot of other proposals. But we are not urging this Conference to adopt them at this time; we are not even putting them on the record, as the C. M. A. has done. We are quite prepared to let those go for the moment. But with respect to this question of immigration which this Conference has discussed, and which every member has suggested is an important factor in the present temporary situation, we are justified, I think, in asking that our views be made part of the record. I do not want a wrong impression to be taken from Mr. Pigott's suggestion that we here on this side are attempting to use this Conference and have it adopt Labour's programme, or even its ideas as to the causes of unemployment and the solution for it. We have not attempted to dodge the solution or the causes. In fact, I think we are responsible for the first concrete suggestion put forward in this Conference to deal, within the limits laid down when this Conference was called, with the situation that exists in this country. We have tried throughout to limit our discussion

to the programme laid down. But as every one present who has addressed the Conference has assigned as one of the causes of unemployment industrial immigration, or immigration that goes to industrial centres, and as the Minister lately in charge of the Immigration Department has said that the resolution does not conflict with the present policy of the Government, where is the objection to adopting the resolution? Why should we shuffle away from or ignore a situation of that kind? I earnestly ask that in concluding this report we adopt that particular clause.

I am glad the Conference has been able to reach a unanimous opinion on the resolutions that have come before it. The committee that drafted the recommendations is to be complimented on the work they did. The short time at their disposal made it impossible for them to review all the discussion, and in bringing forward this resolution we are not attempting to bring forward a programme of policy for solving any particular problem, but simply to remind the Conference of some of its declarations, and we ask that it be incorporated in concrete wording as crystallizing the views expressed here for the guidance of those to whom these resolutions will go.

Mr. THOMSON: After listening to Mr. Moore on this subject, I think Mr. Bruce could be magnanimous and withdraw his resolution, and treat it as Mr. Shaw treated his recommendation. I have been a resident of Western Canada for thirty-four years, and if there is one thing we need in Western Canada, it is population, and that population can best be got by a proper immigration policy. This Government has an immigration policy. It may be true what some gentlemen have said, who have cited instances of some men who have got into this country probably by unfair methods or unfair statements, but I think myself that is only a partial and trivial cause of what we are assembled here to deal with, and that is unemployment. Immigration is all important to Canada. Look at that vast map over there, and picture the immense possibilities in Alberta, when we have it settled with immigrants who can produce and export the foodstuffs that the world to-day requires, that will not only help to lighten the load when it is spread over the shoulders of more producers in the prairie provinces, but it will lighten the problem of unemployment also, because it will provide a home market that will help to relieve the conditions of our industrial life and give more employment to industry.

I think that anything this Conference does in the matter of immigration should be simply to put on the record the opinion of the particular group that advances it. Immigration is an all important subject, and one that would properly take weeks of consideration. I think the Government gives it a great deal of consideration. The best minds in Canada have given it a great deal of consideration, and, while we are suffering from a situation which is being treated here as an emergency, I do not think we would be justified in putting on the record anything which would tend to do away with the policy of settling our country when settlement is so urgently needed at the present time.

Mayor POTTS: I think the report brought in by the Committee has dealt pretty thoroughly with the questions that are vital to the situation. There is always a great danger of overloading a report of this kind with a lot of matters that are serious and require a good deal of careful consideration. I think that if this Committee could feel assured that the Government would adopt and carry out the recommendations they have brought in here, there is no question that the Committee would go home very cheerfully. I believe the report they have brought in is a very good report. The Labour representatives here at the beginning of the Conference stated that they did not object to immigration in itself, and they have later affirmed that view, and, having put their views on record, I think it would be a very serious matter if we were to bring up the question of immigration for debate now, because you could spend the rest of the night talking on it and probably get nowhere in the end.

I believe this is a good report and that it is worthy of the men who drafted it. I think it deals very moderately with the subjects we have had in hand. I believe it offers a solution if the report is carried out, but if you load it up with too many things and interfere with the functions of the Government, I am afraid that when the Ministers get the report as a whole they will throw it out as a whole. I believe that the best thing to do is to accept the report as it has been presented, with the very slight modifications that have been made, and if there are any other matters to be taken up, let them be taken up separate and distinct from the report that has been brought in.

Controller TULLEY (Ottawa): I would like to say just a few words in regard to this

proposed amendment from the standpoint of the municipality of the city of Ottawa. Judging from the tone of the present Council of the city of Ottawa, it can be definitely stated that they are going to take some drastic steps with regard to tabulating and keeping track of the unemployed within this city during the next few months, and in doing that the idea will be to differentiate between those who are qualified residents of the city under the law, and those who come to us from other places at a time of stress for the purpose of using the city as a sanctuary during the winter months. While personally I am rigidly against any curtailment of an immigration policy, for I think we should encourage good citizens to come to our Dominion, yet I cannot agree with it while we have no method and no industries going within the city which will absorb the surplus population that is brought in. Until we have prepared for that by a policy, we will necessarily have to restrict more or less immigration coming into the country and filling our cities with unemployed. It is the present condition immediately following this Conference that we have to meet; we are not here to frame a final policy with regard to the Dominion of Canada.

I note from the records of the Labour Department that 87,903 immigrants from all sources have come into the Dominion during the last seven months of the present year. That is a considerable number, and if the same proportion continues within the next few months, when unemployment is acute, the cities are going to feel the influx, and we will have a larger problem on our hands than we have at the present time. I am just suggesting that to bring before you the stand the city of Ottawa would like to take in regard to the matter, and to ask the Conference to abide by that, or have it influence their decision. Personally, I was much surprised on coming here this evening at not seeing anything in the report with regard to immigration, because that had come up repeatedly before the Conference as an immediate cause, we might say, of the situation as we find it.

Mayor OWEN (Vancouver): I do not wish to prolong this discussion; in fact, according to the notice we got, immigration was not one of the matters to be discussed. I hope, however that the Minister of Immigration will read the letters that I have filed with the Conference and study the question of immigration. They are only a few of the cases I have had to contend with this year as mayor of our city.

We do not come in contact with the agricultural immigrant in Vancouver; it is the art-

isan, the book-keeper, and others of that class. I might mention another case where a man came out from England in response to a fictitious advertisement in an English paper. Reading that one of his friends had been in Vancouver, this man with his wife and four children landed in Vancouver one Sunday morning and tried to get in touch with the party who had inserted the advertisement, purporting to be written from the City Hall of Vancouver. He could not find the man who was supposed to have written the letter, and went to the police for assistance. They could not find the man, but they found another man with a similar name, who was a good enough Samaritan to take this man and his wife and family home, and get a doctor to treat the children who were sick when they landed in Vancouver. He took care of them for a number of days. I got the staff busy to see if this man who was supposed to have written the letter from the City Hall was ever a resident of Vancouver, but we could not find him though we searched the directories for years and years back, nor have we been able to find him since.

I had another case of a railway fireman who landed in Vancouver with his wife, and searched for work for four months but could not get it. His wife was a professional nurse, and went out nursing until she got into a condition where she could not nurse any longer. I think if some of the gentlemen here could sit in my office and see these people who come to interview me, begging for a meal with the tears running down their cheeks, it would perhaps have some influence in restricting the immigration of that type of people. True we need immigration in the West, but the day has gone by for a policy such as was carried on in the earlier days of our western country. I have lived in the western country these last thirty-five years, and back in the 90's an immigration policy such as we have to-day was all right, but that day has long gone by, and if my experience is worth anything the only immigration policy that is going to be of benefit to the western country is one that will bring in agriculturists, and they must be taken care of and settled on the land and looked after for one or two years until they establish themselves. When you do that you will bring about a condition of affairs that will not cost this country anything to get in immigrants, because these men will speak for the country themselves, but under the present haphazard methods of bringing in immigrants such as we have seen in Vancouver in the last three months, Danes who cannot read English and cannot work in the mines because they do not understand our language, who know noth-

ing about farming, are landed in our city, and it is a serious matter for us. What are you going to do about it? I am not blaming the Government. Some letters read here from the Danish consul blamed the Government. I am not doing that because I have no personal knowledge of these cases, but I believe it is the duty of the Government to so check up immigration that they will be in closer touch with what is going on. Let me tell you further, that the immigration authorities in Vancouver, to whom I turned those letters over, at the request, I believe, of the Department, are investigating the case and it is now before the immigration authorities. I went further, and sent all the papers in connection with the case to the British Columbia agent in London, Mr. Wade. He also has investigated the case, and I have had a communication from him. I asked him to take whatever action he thought proper to clear things up and see what truth there was in the advertising that is going on over there. I hope that the Government will give closer attention to this matter, because I want to say that we are not in a position as a city to establish these people.

The Government has no objection to that resolution, and I cannot see why the Conference should not accept it and have it recorded in our proceedings.

Mr. GRANT McNEIL: I fail to see why there should be any objection to this particular resolution. As I understand it, it is not opposed to all classes of immigration. We all agree that we need population in Canada of a certain character, and not any of us would place bars against them; but in some way or other people are slipping into Canada who cannot be properly absorbed in the labour market, and they intensify our problem of unemployment in a very marked degree. I have in my hand statistics of the Department of Immigration for a period of eleven months, ending February this year, showing admissions to this country on an occupational basis. We find that farmers and farm labourers came in to the number of 39,286; general labourers, 13,747; artisans, 15,843; trading classes, 4,764; miners, 2,604; unclassified, 2,750. Almost fifty per cent of the admissions, in other words, were of classes that we could not easily absorb into our national life under the conditions prevailing at that time. And the situation has not improved since that day.

I favour the resolution. I am thoroughly in accord with it, because it clearly proposes to exclude those people whom we cannot absorb, and surely no member of this Conference would wish to see immigration of any sort which would aggravate our unemployment.

I suggest that the purpose of the resolution may be easily fulfilled if the Department of Immigration would return to the policy it formerly upheld, of permitting the Employment Service, and it can do so most efficiently, to influence the admission to Canada of labourers and artisans. That co-ordination does not exist at the present time. There is no definite correlation of these activities. Men are being brought in under the immigration policy without even the knowledge of the officials of the Employment Service of Canada. When application is made for the admission of labour, reference should be made, as under the former procedure, to the Employment Service, who know the demands of the Canadian market. That is practically all that is suggested by this resolution. It does not, in my opinion, suggest that the bars should be placed against those immigrants we are all prepared to welcome to this country.

Hon. Mr. MURDOCK: Are you ready for the question? The question is on the adoption of the motion of Mr. Bruce, seconded, by Mr. Moore, that an additional paragraph be added to the recommendations of the committee, as follows:—

The existing conditions are being aggravated by the present policy of bringing immigrants to this country who are drifting to our industrial centres as casual labourers without the possibility of employment. Immediate action being necessary to correct the condition, we urge upon the Federal and Provincial Governments that all such immigration shall be immediately restricted until it is proved that there is a reasonable demand for labour, and that it is possible of being absorbed.

Mr. BRUCE: Change "restricted" to "regulated". It might make it more palatable to some of them. I move accordingly.

The amendment substituting "regulated" for "restricted" was adopted, and the Chairman thereupon called a vote on the main motion, which was taken: Yeas 11; Nays 11.

Hon. Mr. MURDOCK: I find that a number of delegates who, I assume, are reasonably interested and ready to assume their share of responsibility, did not vote.

Mr. MARTEL: They should all vote.

Hon. Mr. MURDOCK: I should like to point out that Mr. McNeil, whom we are very glad to have with us, not being a delegate invited to this Conference, is not entitled to vote. I think that all the delegates should assume the responsibility of membership in

this Conference, and I shall therefore call for another vote and ask all accredited delegates to vote one way or the other.

Mr. TOM MOORE: Might I say, Mr. Chairman, that at the beginning of the Conference Mr. Grant McNeil, by resolution of the Conference, was accepted as a delegate in the same manner that Mr. Cook, representing the Union of Canadian Municipalities, was accepted, with full powers. Does not that carry with it the right to vote on a resolution?

Hon. Mr. MURDOCK: No, I think not. Mr. Cook, whether rightly or wrongly, was a regularly invited representative, with the same authority, for whatever it may be worth, as the other delegates who were invited. After the original call was issued, three additional invitations were sent out, one to the city of Edmonton, one to the city of Quebec, and one to the Union of Canadian Municipalities. The latter invitation was sent on account of the numerous representations that had been made from such places as London, Windsor and many other municipalities, and it was in order to recognize their claims that the Secretary of the Union of Canadian Municipalities was invited to attend, and in that way Mr. Cook became an accredited representative. I, personally, would have no objection to Mr. Grant McNeil voting, except for the reason that he is Chairman of the Employment Service Council of Canada. We requested the Employment Service Council of Canada to sit in at this Conference, and I am sure the Conference has been glad to have the advice and co-operation of Mr. McNeil, and through him of the Employment Service of Canada, but I do not think it can be said that he is entitled to vote.

Mr. TOM MOORE: It is a little late in the day to change the record. The records, if they were in our hands, would show that after the request was made for Mr. McNeil's admission, you stated that he would be admitted with a voice, and thereupon I rose to my feet and said that that was not my suggestion, but that my suggestion was that he should be a fully accredited delegate and the conference agreed with that, and I quoted the case of Mr. Cook as an illustration, as a precedent. It was on that basis that Mr. McNeil was admitted to this conference, and I feel it is rather late to decide now that he is a restricted delegate after we have carried on the proceedings for two days. However, if that is the opinion of the chair, I will bow to it, but I think the records when you come to read them, and I hope they

will be in all our hands, will verify the assertions I am now making.

Hon. Mr. MURDOCK: Mr. Moore may be correct. If so, it entirely slipped by me. I did not understand that Mr. McNeil was received here with anything else but pleasure and a voice in the proceedings.

Alderman MILLER: I think the Labour representatives will realize that the members sitting around this table are accredited delegates, some representing governments and some municipalities in different parts of the country. I do not think it is quite fair to expect them to vote that the Dominion Government should change its policy. I think we should be fair in this matter. I would much rather this motion that Mr. Bruce has brought forward had been left in the same position as the one brought forward by the manufacturers present at this meeting. It is not a fair thing to ask the delegates of provincial governments to vote. I think you will appreciate, Mr. Chairman, that these officials might be voting against the policy of their governments.

Hon. Mr. MURDOCK: I think their vote should be recorded one way or the other.

Alderman MILLER: I think it is a very unfair position to put them in. It is a different matter for representatives of municipalities, but it is unfair to government representatives. I am only putting this forward to ask labour to be fair in this respect. I would like to see the question of immigration gone into, but it is too serious a question for me to vote for any amendment at this time to-night; and we are finishing the conference to-night. The committee dealt with the phases which they thought were important and brought in something they thought would suit everyone who is here. This matter of immigration, I think, could fairly be placed in the same position as the matter which the Manufacturers' Association laid before us.

Mr. TOM MOORE: I rise to a point of order. The discussion on the question is closed. It is now only the matter of votes we are speaking of, and I do not think any delegate should rise and reopen the question of immigration.

Mr. THOMSON (Vancouver): Mr. Chairman, I want to call your attention to this situation which has arisen. Certain members, believing from the proceedings that everyone was in accord with the committee's report, and having made arrangements to leave and return to their homes, have gone away. You

realize that they did not think this was to be brought in. It was suggested at the eleventh hour. Some had to go to Toronto and some to other places.

Hon. Mr. MURDOCK: I realize that Mr. Pigott, and Mr. Carswell had to leave.

Mr. MARTEL: We are short too.

Hon. Mr. MURDOCK: We will now proceed to vote again.

Mr. J. D. McNIVEN: Is it your ruling that every delegate at the conference must vote?

Hon. Mr. MURDOCK: I would certainly expect so.

Mr. McNIVEN: I did not vote. I do not know what the attitude of our government may be on this question. It is a question that was not brought forward at all, and I would not care to commit the Government of the province of British Columbia to a policy on which I do not know its opinion. It was not mentioned on the agenda. There was no notice given that it was to be brought up. I did not vote, and I do not intend to vote.

Hon. Mr. MURDOCK: I think you should, one way or the other.

Mr. McNIVEN: We have no regulations or rules that require it. It is not on the agenda. There was no notice whatever given of it.

Some MEMBERS: Question.

Alderman MILLER: Have the Dominion representatives to vote too?

Hon. Mr. MURDOCK: Mr. Ward is not an accredited representative.

Alderman MILLER: What about the Minister?

Mr. TOM MOORE: No proxies; only original delegates.

Hon. Mr. MURDOCK: Well, I will proceed.

The conference divided on the motion: yeas, 11; nays, 11.

Some MEMBERS: the chair?

Mr. TOM MOORE: Mr. Chairman, Mayor Hiltz is not here. One of our delegates is not here. A delegate substituted for Mayor Hiltz has voted. Shall we substitute one here and make it 12 to 11?

Hon. Mr. MURDOCK: I am sure you will recall that Mayor Hiltz asked to have Alder-

man Miller represent him, and was conceded that privilege last night. I think that that was duly recorded.

Mr. MARTEL: Now that it is a tie vote, the Chairman should decide.

Hon. Mr. MURDOCK: Half a moment. There are three accredited representatives of provincial governments here and I would like to see their votes recorded, if you please.

Mr. MOLLOY: Mr. Chairman, you can record my vote as in favour of the resolution, having in mind that that is not on the agenda, that I had no opportunity of discussing it with my minister, and that I am voting as an individual delegate at this conference. I am in favour of the resolution.

Hon. Mr. MURDOCK: Mr. Guyon?

Mr. GUYON: I am in the same position, sir. We did not see anything in the agenda that called on us to pass on the policy of the Federal Government.

Hon. Mr. MURDOCK: And your vote is recorded which way?

Mr. GUYON: I would vote for the adoption of this paragraph.

Hon. Mr. MURDOCK: Mr. McNiven?

Mr. McNIVEN: Against.

Hon. Mr. MURDOCK: I declare the motion carried, 13 to 12.

Mayor MURPHY (Halifax): I rise now for the purpose of moving the adoption of the committee's report in its entirety.

Mr. MARTEL: I second the motion.

Hon. Mr. MURDOCK: It has been regularly moved and seconded that the committee's report be adopted in its entirety, as amended.

Controller TULLEY (Ottawa): Before the question is finally put, I would like to take the opportunity to ask that another small clause be added, if I have the permission of the chair.

Hon. Mr. MURDOCK: Yes; if there is anything of that kind to be done, now would be the time to do it.

Controller TULLEY: Thank you, Mr. Chairman. It is moved by myself, seconded by His Worship Mayor Potts, if he will, that the Conference desires to recommend that all municipalities consider favourably the fixing of assessments on improvements for three years, against any increase, and that the Provincial Governments be asked to pass enabling legislation accordingly.

I submit that, sir, as an outcome of the statistics I gave to-day, showing conclusively that that is the natural way to stimulate building within our municipalities, thereby relieving the unemployment situation. The time is so late that I will not attempt to elaborate.

Mr. TOM MOORE: Without dealing with the merits of the case, I shall record my vote against, because it is not possible to accept that as a measure to deal with an immediate policy for an immediate situation. It is a matter that must wait until the legislatures meet, and therefore does not touch the immediate situation; whereas the last addition was to treat with the immediate situation and was not as a permanent policy.

Hon. Mr. MURDOCK: Mr. Moore need not have made that statement, because the chairman was going to respectfully suggest that the proposal is out of order as not dealing with a subject that this conference was called to deal with. Now the motion by Mayor Murphy.

The motion of Mayor Murphy was agreed to.

Mayor MURPHY: Before any motion to adjourn is moved, I rise for the purpose of placing on record an expression of appreciation from the delegates to yourself and the Honourable Minister of Public Works for having given us this opportunity to get together here and discuss perhaps the most serious question confronting all the provinces at this particular time. I think you yourself, sir, have shown exceptional patience throughout the sittings of this conference, and I am sure those of us who are delegates here would be very happy if the Honourable Minister from Alberta, Hon. Mr. Reid, Provincial Treasurer of Alberta, would put this motion: That the very sincere thanks of the delegates be tendered to the Honourable Minister of Labour and to his associate the Honourable Minister of Public Works for the opportunity given us and for the courtesies extended to us while here.

Mayor OWEN (Vancouver): I have much pleasure in seconding that motion. I quite agree with the remarks of the mover.

Hon. Mr. REID: Ladies and gentlemen, you have heard the motion that has been proposed and is before the house.

The motion was adopted unanimously.

Hon. Mr. REID: Mr. Minister, it gives me great pleasure to express to you on behalf of the delegates their appreciation and thanks for calling this conference.

Hon. Mr. MURDOCK: Mr. Reid, and delegates and friends, I am personally under obligations for the kind and courteous consideration that has been accorded to the chair in the deliberations of this two-day conference. I assure you that it has been a pleasure for me to perform, as well as I could, the functions of chairman. I want to assure you briefly, and in conclusion, that the Labour Department of the Federal Government will do its best to make effective the things which you have decided as of possible benefit in the situation of unemployment that is in evidence in certain parts of Canada at the present time, and that may be to a greater extent in evidence during the next few months. I thank you all cordially for the hearty co-operation that has been given in bringing about the results that we have from the work of these two days. My only regret is that it was not possible to do more than has been accomplished, but I hope that some good may come out of this conference.

Mr. TOM MOORE: Mr. Chairman, I am a little late, I know. It is usual to conclude the business before we give expression to our thanks. I was glad to join in the resolution and did not wish to rise and interfere with the putting of the motion, but I think that before the conference adjourns there is one other matter that we should take into consideration. Our labours have ended very happily in the adoption of resolutions which we are all optimistic enough to believe will result in action. However, we realize the difficulty of those in authority or in legislative positions in giving effect to these resolutions, especially if they involve calling on the taxpayers in any manner for more money. The press has been of considerable assistance, and the thanks of this conference are due to the press for the publicity they have given to our discussions. But there is a greater publicity needed still if a public opinion sufficiently versed in the importance of this conference is going to be created and maintained, so as to allow those in authority to carry out the resolutions which we have placed on record at this time. I feel, therefore, that it would be of assistance to the work done here by those who have personally attended if the records of this conference were printed immediately and distributed to the various libraries throughout the country, and if public authorities would use them as a means of becoming acquainted with the expressions given by representatives of provincial governments and municipalities and other representatives here, as to the problem as we have seen it, and with the steps that have been

taken to meet that problem. In that way they will help along the work which has been begun. However optimistic we may be, however satisfied we may be with an outcome such as this, it will all be of no avail unless it is translated into action. The hungry man is wanting action, not resolutions. In order to further that, I wish to move at this time, that the Government undertake to have the records of this meeting printed and published and given the widest possible publicity.

Hon. Mr. MURDOCK: I may say that the record of proceedings of this conference will be printed, and to each of those who were delegates to the conference, at least two or three copies will be sent; and there will be some additional copies, I know, for the press and for other persons who desire them. They will be sent on request.

Mr. MARTEL: May I ask if the proceedings of this conference will be printed in one language only. There may be some people in the province from which I come who may not be very familiar with the English language and who would like to know what has been transacted here.

Hon. Mr. MURDOCK: We will give consideration to that, Mr. Martel. There might be some delay in getting the necessary translation. But we will see what can be done in that respect.

Mr. MARTEL: All right.

Hon. Mr. MURDOCK: Is there any further business now to come before the conference?

The conference adjourned.

